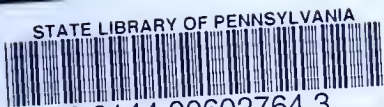


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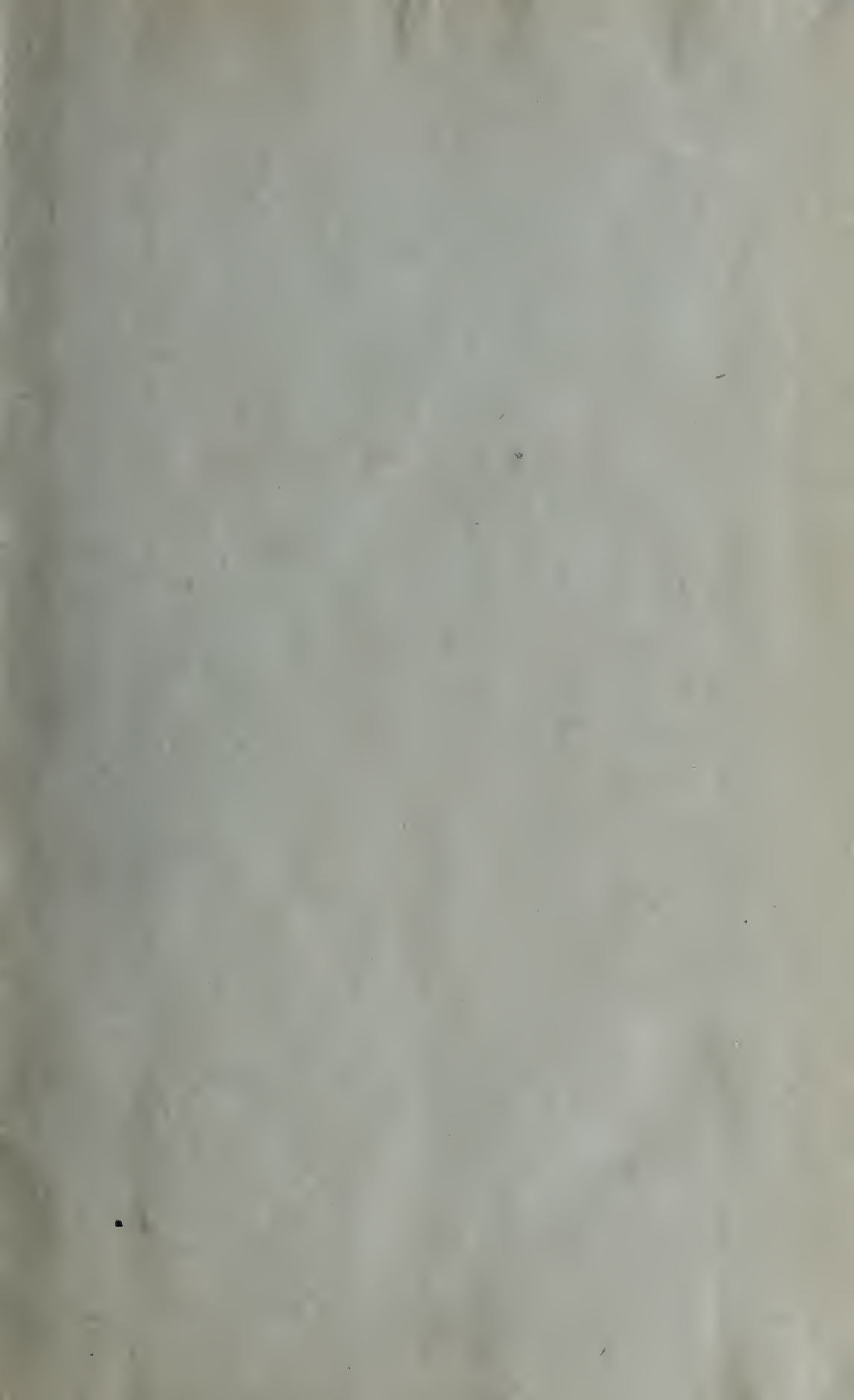
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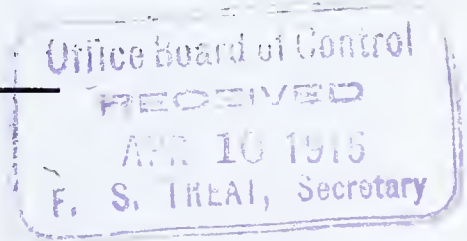
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Pennsylvania Dependents



Report and Recommendations

of the

State Dependents Commission

HARRISBURG, PA. ;
WM. STANLEY RAY, STATE PRINTER
1915

PY D419.1



A JOINT RESOLUTION

Providing for a commission to investigate and report upon the dependents of this Commonwealth, and making an appropriation therefor.

Section 1. Be it enacted, etc., That the Governor is authorized to appoint a commission which shall be known as the State Dependents Commission. It shall consist of five citizens, who shall serve without compensation, but shall be allowed all expenses actually and necessarily incurred in the performance of their duties. It shall be the duty of the commission to make complete investigation of the question of the care, education, and support by this Commonwealth of those who are by accident, misfortune, sickness, or disease dependent upon the generosity of the citizens of Pennsylvania. After such investigation and study, the commission shall present to the Governor its report, in writing, setting forth a comprehensive plan for the care, support, or education of such dependents, with such recommendation and suggestions as to the commission shall seem proper. The report shall be made before the first day of September, one thousand nine hundred and fourteen.

Section 2. To carry out the purposes of this resolution, the sum of fifteen thousand dollars (\$15,000), or so much thereof as may be necessary, is hereby specifically appropriated for the use of the Commission. Payment of moneys hereby appropriated shall be made on order of the chairman of the commission, countersigned by the secretary, and on warrant of the Auditor General, and under the subject to such regulations as may be prescribed by the Auditor General.

Approved—The 25th day of July, A. D. 1913, in the sum of \$10,000. I withhold my approval from the remainder of said appropriation because of insufficient State revenue.

JOHN K. TENER.

The Commissioners appointed by the Governor were:

P. C. BOYLE, Chairman,
Oil City, Pa.

ISAAC JOHNSON,
Media, Pa.

THOMAS J. LYNCH,
South Bethlehem, Pa.

DR. SAMUEL G. DIXON,
Ardmore, Pa.

ROBERT W. HERBERT,
Greensburg, Pa.

4.
LETTER OF TRANSMITTAL.

Harrisburg, Pa., February 11, 1915.

To His Excellency, The Governor of the Commonwealth of Pennsylvania:

Sir: The Commissioners appointed under the provisions of the Act of the General Assembly of the Commonwealth of Pennsylvania entitled "A joint resolution providing for a commission to investigate and report upon the dependents of this Commonwealth, and making an appropriation therefor," approved the 25th day of July, A. D. 1913, have the honor herewith to transmit their report, together with their recommendations.

With a view of demonstrating the confusion that reigns in the matter of poor law administration within the Commonwealth, the Commission has had a compilation made of the 1,100 existing statutes, of which 800 are special and local, that deal with this problem. This valuable Appendix is on file in the Legislative Reference Library and may be consulted for reference, or it is available for printing and distribution should the Legislature so order. A single glance at this bulky manuscript will be sufficient to convince the most casual observer of the need, which the Commission urges, to repeal the present statutes and substitute for them one complete, comprehensive act which shall bring about uniform procedure in relation to poor law administration.

The Commission has also prepared a comprehensive compilation of all the laws and orders relating to the commitment, examination, care, treatment and discharge of the insane within the Commonwealth. This Appendix is necessarily too large to be added to the Report, but is filed in the Legislative Reference Library where it may be consulted. The Commission considers it valuable enough to be printed and distributed for use among those who have to do with the care of the insane, but the initiative for so doing would be most appropriately taken by order of the Legislature.

Respectfully submitted,

P. C. BOYLE, Chairman,
ISAAC JOHNSON,
SAMUEL G. DIXON,
ROBERT W. HERBERT,
THOMAS J. LYNCH,

Commissioners

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STATE MANAGEMENT.

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A SUMMARY OF FINDINGS AND RECOMMENDATIONS.

PREFATORY NOTE.

Findings and Recommendations.

The Commission has conducted its inquiries and reached its conclusions on the broad, general assumption that its duties were not so much to be critical as constructive.

The defects in the present system of charitable and correctional administration in the Commonwealth, are largely functional, not organic, and are, therefore, susceptible of treatment and cure. They are not chargeable to any lack of efficiency on the part of those who administer the affairs of the various agencies that deal with the problems of dependency, but are chiefly the result of the imperfect and complex laws under which such operations are conducted. Most of these defects have been recognized by the administrators of our public and private philanthropies, and in asking for their correction by the repeal and amendment of existing statutes, and by the constructive enactment of new and comprehensive legislation, the Commission feels that it is expressing not merely its own opinion, but the best thought of the most experienced experts in philanthropy as well.

The Commission cheerfully recognizes the great extent and general efficiency of the administration of the charitable and correctional institutions of the Commonwealth. Pennsylvania ranks high among the leading states in the number of its benevolent institutions, which total 692. No state has a larger percentage of high-minded and experienced men and women engaged in the work of caring for its dependents and helping to solve the problems connected with their relief. Therefore, the recommendations herein set forth are made with the hope that they will lead to immediate improvement.

The Commission has been hampered only by lack of time to conduct its inquiries. Societies, institutions and individuals in the Commonwealth interrogated by it, or on its behalf, have been active and cordial in their co-operation. The number so interrogated has been sufficiently large and representative, however, to afford a basis for arriving at a knowledge of actual conditions and of formulating recommendations for their improvement.

In addition to this method of inquiry, the Commission has availed itself of every means of learning what the experience and procedure of other States and communities has been, and of securing data upon which to base recommendations for the improvement of imperfect methods. The literature of the subject has been examined and the

judgment and opinions of persons familiar with the various subjects have been secured with a view of supplementing and rounding out the recommendations of the Commission.

To those who have so freely and at no small expenditure of time, thought and kindly interest placed the rich stores of their knowledge and experience at its disposal, the Commission desires to express its most grateful thanks. Without their cheerful and helpful co-operation, the Commission could not have conducted its labors. With them, it is hoped that its recommendations will command the confidence of the public and secure appropriate action by the Legislature.

THE COST OF DEPENDENCY.

The care of the dependent, delinquent, and penal classes, including the indigent sick and insane, has become one of the most important of the great ethical and economic questions with which organized society has to deal. Owing to the growth of the altruistic sentiment on the one hand, and the tendency of human nature eagerly to take advantage of public charity on the other hand, the numbers of the classes claiming relief and support are rapidly increasing from year to year.

There should not be any weakening of the growth of altruistic sentiment, and dependents should be properly cared for, but every effort should be made to make the expense to the State as small as is consistent with their efficient, scientific and humane treatment. With this end in view the Commission wishes to emphasize these points which it believes should be steadily kept in view and steadfastly pursued as a general financial policy in dealing with the problems of the alleviation, and removal of dependency.

1. The encouragement of private benevolence by State aid wherever consistent with good public policy.
2. The proper surveillance of paroled persons.
3. The vocational guidance, industrial training and employment at some useful necessary and profitable work of all persons under custodial care.

The Commission firmly believes that such a policy as this will materially reduce the present cost of institutional management, and at the same time also materially reduce the number of those who show a tendency to become chronic dependents upon the generosity either of the State or of private benevolence. It also believes that this policy will improve the physical, mental and moral health of those whose crimes or misfortunes make them temporarily the wards of the State's public and semi-public charitable and correctional institutions.

SOME GENERAL CONSIDERATIONS.

The Commission believes that certain important changes should be effected in the nature and administration of the laws as well as with those of the institutions of the Commonwealth which deal with the great question of dependency in all its phases.

The Commission cannot too strongly urge upon the General Assembly its conviction that the time has come when the whole question of charitable and correctional administration within the Commonwealth must be put upon the soundest basis. Nothing less than the highest ideals and most competent management can produce those results which alone will warrant the expenditure of the large sums of money necessary to secure the only adequate return possible from such outlays, viz:

1. The protection of society from such as cannot or will not obey the ordinary laws of good order, good health and good morals, and the restoration to a state of civil freedom and industrial usefulness of those whose forcible detention is necessary to achieve these results.
2. The humane and helpful care of those whose misfortunes make them the temporary or perpetual wards of the State.

THE PROMOTION OF PUBLIC BENEVOLENCE.

The Commission firmly believes that the utmost encouragement should be given to the promotion of the public-spirited and generous private philanthropy which is so characteristic of Pennsylvania.

The assumption by the State of the whole cost and responsibility of charitable administration might simplify administrative details, but the Commission believes that it would fail to be as efficient and as economical as the present system.

Exclusive State control of all charitable work would tend to dry up the myriad springs of private benevolence now so generally and generously watering the arid ground of the social life of our less fortunate population. The work of prevention now being carried forward by semi-public agencies is very considerable and is, in some respects, the most important and promising feature of their operations. Many Societies now doing charitable work are carrying on successful campaigns of education to eliminate the recurrence of known and preventable causes of dependency.

Privately managed philanthropy calls forth greater general public generosity than could possibly be evoked by the raising and administration of money secured by taxation. The human element cannot be overlooked and must be considered and cultivated in the prosecution of even the most practical business, whether public or private. The personal equation enters into every problem of human endeavor and in it may be found very often the factor that finally finds the solution.

Another consideration, touching the personal life of the individual, ought not to be overlooked. If the poor and needy require help, and benefit by the charitable impulses of the well-to-do, this latter class, quite as much, needs the opportunity to serve its less fortunate neighbors. The exercise of philanthropy calls unused impulses of kindness and usefulness into play that otherwise might become atrophied.

STATE MANAGEMENT.

The Commission firmly believes that it is the duty of the State to undertake the exclusive control and management of certain specified forms of charitable and correctional work which, in its opinion, can be more economically and efficiently administered.

The Commission is also strongly of the opinion that all charitable and correctional institutions receiving State aid, whether in part or in whole, should be placed under the general supervision of a central official body, such as the State Board of Charities, to which they might look for a maximum of expert advice and assistance, and a minimum of official interference. Only by such a system of sympathetic and helpful co-operation can the problem of dependency be treated as a whole and a solution attempted which shall guarantee, in some degree, that measure of standardized efficiency which all are striving for and which some are realizing.

In accordance, therefore, with its desire to direct special attention to such fundamental changes as it deems most necessary at the present time, the Commission would most strongly and respectfully advise the consideration of the following

GENERAL RECOMMENDATIONS.

1. A Further Inquiry

The present inquiry has developed such proportions and such a complexity of details that it is advisable that the details of the subjects discussed in this Report be given further consideration by such existing boards as at present have them under their jurisdiction.

II. The State Board of Charities:

The enlargement of the scope and powers of the existing State Board of Charities is most desirable. It should be authorized to enforce its recommendations and orders. It should be given liberal appropriations by the Legislature in order to enable it to employ the necessary assistance, as its present force is inadequate for the performance of its important functions, and its constantly increasing duties. By the addition of a sufficient number of inspectors and traveling agents, it will

be enabled to exercise a more intimate advisory and inspectorial relationship to the public and semi-public charitable institutions of the State.

III. The Care of the Insane:

It is advisable that the State should definitely assume entire control of the care of the Insane. The Commission believes that this policy will ensure equal benefits to all patients; permit of a better system of classification; facilitate transfers; and generally promote the most efficient methods of standardized medical and business administration.

IV. County Jails.

The present county jails should be used merely as Detention Houses for those awaiting trial and material witnesses. There should ultimately be established a system of District Workhouses throughout the State to serve the needs of allied counties, large enough to provide proper facilities for the constant, healthful and productive employment of all prisoners under sentence.

V. Almshouses:

The present Poor Districts should be re-arranged, making the County the minimum unit. Ultimately, a system of District Almshouses to serve the needs of allied contiguous counties should be established throughout the State, similar to the proposed system of District Workhouses, to care for the poor in the healthful surroundings of farm life.

The present mass of Poor Law legislation should be repealed and one comprehensive statute enacted dealing with and covering all phases of poor relief.

VI. A Workmen's Compensation Law:

There should be enacted a law providing for compensation for industrial accidents.

VII. Labor Exchanges:

The State should invite the co-operation of the Federal Government in the matter of developing the intelligent and workable system of Labor Exchanges for the information and relief of those seeking employment and for the better distribution of alien labor coming into the State.

VIII. A General Re-classification of Inmates:

There are many instances of improper classification of inmates in the various charitable and correctional institutions in the State. It should be made the duty of the State Board of Charities to inquire into this matter and seek to bring about a more satisfactory classification.

A SUMMARY OF FINDINGS AND RECOMMENDATIONS.

The Commission respectfully presents the following summary of its specific findings and recommendations with regard to some of the more general and fundamental portions of the problems assigned to it:

I. The State Board of Charities:

Facts

1. The present Board has too limited powers of supervision, control and advice in matters pertaining to the subject of charitable and correctional administration as a connected whole.

2. It has far too small a staff of experienced officials properly to do the work at present assigned to it, and entirely inadequate to undertake any such increased supervision as should properly belong to it.

Specific Recommendations

1. Give the Board larger powers of advisory supervision than at present. Authorize it to register all institutions receiving State aid; draw up general rules for their management, and secure their enforcement.

2. Abolish Grand Jury inspections of County Jails and Almshouses and substitute for it inspection by officers of the Board.

3. Give the Board authority and an appropriation large enough to secure additional and competent assistants to carry out the work of the aforesaid management and inspection as directed by the Board.

II. County Jails:

Facts

1. The present County Jail system is an expensive, inadequate and unscientific mode of dealing with the criminal class.

2. Some of the jails are overcrowded; others are almost empty.

3. They are not generally fitted or equipped to do reformatory, educational and industrial work of the proper quality or on a scale commensurate with, and demanded by, modern ideals of penology.

4. They are not sanitary or healthful places of detention even for persons awaiting trial and material witnesses, except in rare instances.

5. There are no systematic uniform laws and rules governing:—

1. Construction,
2. Commitment,
3. Detention,
4. Work,
5. Exercise,
6. Profitable employment,
7. Inspection,
8. General management,
9. Prison fare,
10. Convict dress,
11. Instruction.

6. The fee system is accountable for many evident abuses.

Specific Recommendations

1. Unite a sufficient number of contiguous counties to form Farm and Industrial Colonies for prisoners, each colony to be large enough to secure the aforesaid advantages and necessities. A careful inquiry and survey should be made in order to arrive at a basis for dividing the State into what might be called "Workhouse Districts."

2. In each District so created there should be a Farm and Industrial plant sufficiently large and varied in equipment to provide constant and profitable employment for every inmate throughout the year.

3. The present county jails should be converted into Houses of Detention for those under indictment and material witnesses.

4. To make such Workhouse Districts serve their primary use as educational and industrial training schools, the so-called "short sentence" should be abandoned. Prisoners should be given an indeterminate sentence, to be regulated by their progress in learning, industrial training and general good behavior. Such sentence to be ultimately determined by the Courts after consultation with the Workhouse officials and upon their reports.

III. Almshouses:

Facts

1. There are one hundred Poor Districts and eighty Almshouses in the sixty-seven (67) counties of Pennsylvania. They house over nine thousand indigent persons.

2. There is no systematic arrangement of poor districts. In some instances the district is either—

1. A County,
2. Parts of two counties,
3. A City,
4. A Borough,
5. A Township,
6. Groups of Townships,
7. A Borough and a Township.

3. Many almshouses are located in remote and inaccessible parts of existing Poor Districts.

4. Many existing Almshouses are old, poorly planned, without adequate equipment and are indifferently managed.

5. There is no uniformity in the laws relating to the appointment or election of poor directors who may serve as such; the proper and uniform title of such officials; types of approved plans for Almshouses; management and accounting; taxation for support; inspection; segregation of sexes and classes of inmates; admissions and discharges; payments for support.

6. The inmates are a very heterogeneous collection. They comprise insane, feeble-minded persons and epileptics; blind and deaf mutes; sufferers from chronic diseases; persons with criminal records; prostitutes; mothers of illegitimate children; orphaned and deserted children.

7. There are 1,100 Acts of Assembly relating to the Poor, of which 800 are local and special laws. No general revision of these has taken place since 1836, and the result is a chaotic conglomeration of legal confusion.

Specific Recommendations

1. Repeal all the present statutes on the subject and enact one comprehensive law to govern poor relief.

2. Re-arrange the Poor Districts, making the County the minimum unit, so as to promote a more economical, efficient and humane administration than at present exists.

3. Make a thorough and careful classification of inmates so that none but the actually indigent aged and infirm shall be admitted and kept in these institutions.

IV. Labor Exchanges:

Facts

1. There is no proper control of alien immigration looking to and assisting its settlement in communities needing special classes of labor.

Specific Recommendations

1. That the State should establish a series of Labor Exchanges and that the Federal Government be invited to co-operate with the State in the matter of securing an intelligent distribution of labor.

V. A Workmen's Compensation Law:

Facts

1. There is no law on the Statute books providing for a reasonable system of compensation for—

- a. Industrial accidents,
- b. Trade disease.

Specific Recommendations

1. That such a law, or laws, to meet the above conditions should be enacted.

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VI. The Blind.

Facts

1. The present management is entirely satisfactory and calls for no change, but the present accommodations are inadequate.

Specific Recommendations

1. That increased accommodations be provided in conformity with the system now in vogue.

VII. The Deaf and Dumb.

Facts

The same as to institutions for the Blind.

Specific Recommendations

The same as to institutions for the Blind.

VIII. The Insane.

Facts

1. At present a dual system of State and County care prevails.
2. The present system of classification is inadequate.
3. Overcrowded conditions exist.
4. There is a constant growth of cases requiring care.
5. There is no satisfactory provision for temporary commitment, examination and discharge.
6. A dual system of selecting sites and erecting buildings is in vogue.

Specific Recommendations

1. That the State should be given entire control of the care of the insane, their examination, commitment, classification, transfer and discharge.

IX. The Feeble-Minded and Epileptics:

Facts

1. The Feeble-Minded cannot be cured but need complete and permanent custodial care.
2. There is grave danger to good public order, health and morals while they continue in unrestricted liberty.

Specific Recommendations

1. That provision for increased custodial care be made, and that some plan be considered to secure the custody of the feeble-minded wherever possible in the institutions already provided for them.
2. That Epileptics should be assigned to a separate colony or to institutions for the insane, according to the degree of the development of their disease.

X. The Care of Children:

Facts

1. There are about 20,000 dependent and delinquent children in the State.
2. There is much variety in the manner of "placing-out" by all sorts of agencies, in all sorts of homes.
3. Too limited powers are at present enjoyed by the Juvenile Courts in dealing with these classes and they have too few helpers.
4. There are not enough Houses of Detention, and little, if any, adequate system of examination.
5. There are too few probation officers.

Specific Recommendations

1. Place the control of all juvenile dependents and delinquents in the hands of the Juvenile Courts.
2. Make all institutions and agencies dealing with them auxiliaries of the Courts.
3. Provide adequate Houses of Detention with provision for examination and temporary care and treatment.
4. Increase the number of probation officers.
5. Register all child-caring agencies by the State Board of Charities and insist on uniform standards of management, etc.
6. Classify institutions so as to secure adequate care for children of all classes and ages.
7. Require proper vocational instruction in all institutions and schools where children are cared for by Court order.

XI. Hospitals:

Facts

1. There is a great increase in communicable diseases by reason of the greater, more frequent and promiscuous meetings of the public, due to modern inventions, innovations and increased public utilities. Epidemics are much more likely in consequence.
2. Vast sums have been given and more will be needed to maintain existing hospitals on the present scale and provide for the future.

Specific Recommendations

1. More frequent and rigid inspection of hospitals in all details of management.
2. Inquiry should be made into the use of "free beds."
3. A re-classification of inmates, with necessary transfers, should be made.

4. Increased powers and appropriations should be given to the Board of Charities to enable it to conduct inspections and supervisory work.

5. Dispensary work should be extended to provide for diagnosis of all applicants (other than tubercular), and the proper classification of same; persons so examined should be directed to the most appropriate institution for care and treatment.

6. The erection of special hospitals for contagious diseases is urgently needed.

7. A suitable appropriation for the Bureau of Housing should be made.

STATE SUPERVISION OF CHARITIES.

STATE SUPERVISION OF CHARITIES.

Private charity is a public benefit and a personal duty. Public charity is a private benefaction and a public trust. The two supplement and complement each other. Both are necessary in the present scheme of things. Our obligations towards the unfortunate cannot and should not be decided by the fluctuations of party politics, the uncertainty of public appropriations, or the fleeting emotionalism of private benevolence. As to State supervision, the number of purely private (personal) charities is so small as to be ruled out of consideration. The number of strictly State charities is limited and they are under efficient State control. The remainder, composed of charities that depend almost entirely upon public support, makes up by far the greatest number of philanthropic agencies. But, whether the State, by compulsory taxation, enforces compulsory support and supervision; or whether individuals, by solicitation, contribute, does not matter. The vital thing to be secured after all is the welfare of the dependent. Every social institution, whether conducted for profit or for the good of the community, should submit to the most exacting publicity. Our charities are not a private enterprise, but a public trust, and society has a right to know, not merely how its money is spent but how its dependents are actually cared for. No properly conducted charity resents expert advice or friendly criticism. Those that do should be watched and supervised by proper and competent authority.

A system of supervision should be so planned as to utilize the knowledge and ability of the local officers of existing institutions, and in addition to supplement their knowledge in fields where a broader oversight is needed. The primary need of local officers is information and instruction, rather than undue restriction and control. A central Department (such as the Board of Charities) could well be given sufficient power to require uniformity in accounting and reporting, and power to regulate the development of the physical plant. Outside of these powers, the supervision could well be in the form of instruction, advice through experts, and the furnishing of assistance in the work and problems that are common to all or most of the institutions in question. A power of limited control, but of unlimited advisory supervision is both desirable and practicable.

THE BLIND.
THE DEAF AND DUMB.

THE BLIND.

The blind dependents of the State are cared for in two semi-State institutions, to which the State contributes a per capita amount, limited to \$360 a year. They are the Pennsylvania Institution for the Instruction of the Blind, at Overbrook, with 216 inmates, and the Western Pennsylvania Institution for the Blind, at Pittsburgh, with 131 inmates. In the report to the Board of Public Charities for the year ending May 31, 1914, it was stated that 247 blind persons were inmates of almshouses, and humanity demands that some legislation should be enacted to provide education and employment for them.

There is some pressure for additional accommodation and care for this class, and it may be that the State will have to respond, unless charitably disposed persons take up the question of new quarters for them. The present system is so satisfactory and is so economically administered, so far as the State is concerned, that no change is advisable. It may be that all necessary facilities for their care could be had in the present institutions by the construction of additional buildings. This would be cheaper for the State than the erection of a new establishment.

Many of the inmates are able partly to support themselves away from the institution, and thus aid themselves as well as relieve the public, to this extent of the burden of their care. It is desirable, however, that the State's work be extended to include the care of the adult, or that some suitable provision be otherwise made for this deserving class.

THE DEAF AND DUMB.

The Pennsylvania system of caring for its Deaf and Dumb dependents is a combination of public and private beneficence. The institutions are under private management, but with State supervision through the Board of Public Charities. Appropriations are made at each session of the Legislature for the support of a designated number of pupils. Occasionally special appropriations have been made for deficiencies in maintenance, or to increase the accommodations of the institution by making improvements or adding new buildings.

The largest institution of this class is the Pennsylvania Institution for the Deaf and Dumb, at Mt. Airy, Philadelphia. To this charity the Legislature at the last session appropriated \$308,000 for the support of not more than 510 children, provided that hereafter all pupils received should be taught exclusively by the oral method. On May 31, 1914, this institution had 530 State pupils, and the per capita cost last year was \$300. It had in addition, 29 private pupils at this date. As there was a deficiency of \$22,222, for the year ending May 31, 1913, the Legislature made an additional appropriation of this amount.

The Western Pennsylvania Institution for the Deaf and Dumb, at Edgewood Park, is also privately managed and receives aid from the State for the support of the Indigent. The Legislature made an appropriation of \$144,000 for two years, for the maintenance of 240 State pupils at an annual rate not to exceed \$300 per pupil. An appropriation was made of \$1,885 for deficiency at the end of the year May 31, 1912. Its per capita cost for maintenance last year was \$260. On May 31, 1914, it had 224 State pupils, and only one private pupil.

To the Home for Training in Speech of Deaf Children before they are of School Age, at Philadelphia, the Legislature appropriated for the maintenance of 60 pupils for the ensuing two years, \$46,800, and for furnishing and necessary repairs \$5,000. Its per capita cost last year was \$367.50. On May 31, 1914, it had 65 State and 39 private pupils.

To the Pennsylvania Oral School for the Deaf, at Scranton, the Legislature gave \$60,000 for the maintenance and education of 100 pupils for the two fiscal years ending May 31, 1915. In addition, for sterilizer, repairs, and furniture, the sum of \$3,458 was given. This institution has 100 pupils, all supported by the State; at present there are no private pupils. Its per capita cost was \$300 per annum for last year.

The School for Oral Teaching, at Scranton, might as well be called a State institution, for the State virtually supports it. At the last session of the Legislature, an act was passed appointing a Commission to consider the question of the State taking it over and assuming entire charge of it. This Commission is about to report to that effect.

At present this class, with the exception of those in possibly one institution, is cared for by private enterprise. They are semi-State institutions, the State contributing a per capita cost of \$300, the managers of the institutions furnishing the balance.

The care of the Deaf and Dumb and their education in this Commonwealth is conducted on a dual system. There is need for additional facilities for the care of these people, but it is at the same time most desirable for the State to continue the present system of encourag-

ing and supporting private enterprise and benevolence. The managers of these charitable institutions not only furnish considerable money for the support of the persons under their care, and afford relief to the public to that extent, but they also bring to their support a large, influential class of persons whose tastes fit them for the work, and in this manner they produce and encourage a strong, public sentiment regarding the care of this unfortunate class. It would be far better to encourage and foster the institutions now operated by private enterprise than for the State to assume the entire burden of the support of these dependents. At present, through the influence of these schools, a considerable number of deaf and dumb people of both sexes learn to use the oral method and are able to take their places in the community and support themselves.

There is at present no institution in the State devoted to the care of the adult deaf and dumb. It might be wise to encourage, by State aid, some institution for them, so that those who are unable to care for themselves might be cared for in a special working home where they could contribute to their own cost of living rather than be supported, as they now are, in almshouses. While there are not many, the aggregate number is sufficiently large to warrant steps being taken to provide proper custodial care for them.

MENTAL DEFECTIVES.

1. State Care for the Insane.
 2. The Care of the Insane in Pennsylvania.
 3. State Care for the Feeble-Minded.
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MENTAL DEFECTIVES.

State Care for the Insane.

The present co-operation of the State and county in providing care for the insane of Pennsylvania has failed to meet present needs and there seems to be no prospect that existing conditions can be materially improved, except by State initiative. The serious condition of overcrowded hospitals, existing for a long time in the most populous centres of the State, has been drawn to the attention of all by press report and court action. To an equal degree have the needs of the feeble-minded and epileptic dependents been brought to public notice, until there has developed a conviction that some modification of the generous charity of Pennsylvania is needed to insure modern care and supervision of the defective classes named.

There is a peculiar relation and community of interest among the insane, feeble-minded and epileptics that justifies their grouping as a unit branch of the State's charities, requiring differentiation in medical and custodial care, it is true, but needing common supervision and co-ordinate development. The present method of grouping all these defectives in the State and county hospitals does not meet the needs of these patients or the requirements of modern ideas concerning charity organization. A more systematic development of the charitable work of Pennsylvania is a manifest duty of the State, as few counties could or would undertake the work on the scale required to meet existing needs.

In arriving at this conclusion no critical comparison of State and County institutions need be considered. It is not a question of relative inferiority or superiority between the two, but rather, how all patients shall receive equal benefits when sent to a hospital because of mental disorder or defect.

To yield the desired results the system chosen should be the one that guarantees a proper classification of patients; that assures adequate medical study and treatment of new cases and proper custodial care of terminal states; that provides systematic central supervision with standardization of work throughout the State and distributes the expense equally upon all tax-payers. Obviously these results can be best obtained by the adoption of a State Care Act for the support of the various institutions needed throughout the Commonwealth, as comparatively few of the counties can undertake charitable work on the scale necessary to give adequate care to these groups of defectives.

To assure equal standards and opportunities for all residents of Pennsylvania, the State must assume the work of development and supervision of this branch of public charity together with the burden of expense entailed. The proper evolution of a charity system for the insane, the epileptic and the feeble-minded is not a matter solely of local interest, but is of State-wide importance, and cannot be settled satisfactorily by methods whose standards differ in each county sub-division. Granted that a few counties may equal the best that the State can do, it is a matter of common knowledge that the number even making the effort is but a small percentage of the whole, nor can an increase of such effort be expected. Hence the conclusion that we must adopt the system of State care.

Some of the main objects of a State-care plan may be briefly enumerated:

1. A State-wide study of the needs and the formulation of a comprehensive, constructive plan to meet these needs by the development of existing hospitals and the erection of new ones for specific purposes.

2. The work of properly caring for the insane and defective requires persons with special training and interest acquired only by permanency of employment and assured only by such permanency and the stimulation of constant effort to keep in touch with modern thought in the development of their work. The responsibility of securing such services for the various hospitals can be checked far more satisfactorily by a stable, central supervisory board than is now possible when the county forms an organization of its charities that may change its policy and personnel with the next election.

3. Common standards of care could be developed throughout the State, so that all patients may be assured equal opportunities for recovery in favorable cases, and similar equality of care when so unfortunate as to become permanent hospital residents. Under State care all patients would be admitted to the hospitals with uniform ease and none would be penalized by living in a community that did not happen to provide suitable quarters for their detention.

4. The expense of maintenance, now partly borne by the county or poor district, often works as a great hardship upon the smaller district, with a high ratio of patients to its population. Under State care the cost of support would be equally distributed among the tax payers, to the advantage of many districts and with fairness to all.

5. Under State care, proper classification of the various groups could be secured and the promiscuous mingling of patients, often with the inadequate sex separation seen in the almshouse, would be terminated.

6. Under the operations of proper State supervision the hospital policy could be developed to provide acute hospital service for all new admissions, where study of the case, treatment and proper disposition would be assured. Desirable grouping of the recoverable and custodial cases could be perfected to the great advantage of all. Similar differentiation in the care of the epileptics and feeble-minded could be evolved to an extent generally impossible in the smaller activities of the county unit. Transfer of the individual case from one group to another is often desirable: e. g., the epileptic may develop a dangerous mental disorder, or the mental defective may be better placed with the insane, and this judicious separation of cases can be most wisely effected to meet individual requirements to the best advantage under State care.

While no accurate census is available for an estimate of the number of patients that would come under State care eventually, it is probable that from twenty thousand to twenty-five thousand cases could be expected by the time State care could be put into effect.

Consideration should be immediately given to the possibility of adopting State-care and the methods by which it would be put into effect. While this decision should be made at an early date, State-care could not become operative until after the accomplishment of a vast amount of preparatory work. The date chosen for its inception should allow for three to five years of preparation. Even then it would hardly be possible to provide quarters for all the dependents, but a gradual transfer from county to State-care could be well inaugurated, and completed later.

Should this policy be chosen it is imperative that careful study of the work in all its phases be conducted by men qualified through experience and training to evolve a proposed law that shall provide for the organization of a central State board and define its duties. The present laws regarding dependents of this class would need complete revision in all details. Further, a comprehensive development plan of the State hospitals should be presented only after the most painstaking investigation of present and future needs. The board or commission selected for this purpose must needs be chosen for the purpose of rendering specific aid. Persons broadly interested in charity work, jurists and medical men, expert in this field of medical work by virtue of hospital training and experience, should be aided by the Auditor-General and Attorney General in the preparation of the proper plan which could not be presented for legislative approval before the session of 1917.

In the meantime the State can and must provide more room for the insane and develop its present policies regarding the other classes of dependents. This development is needed whether or not the present system is superseded by State care.

In the immediate erection of new hospitals it would seem desirable to break from the precedent of appointing a commission to choose grounds and erect buildings that later shall be turned over to the trustees for operation, and at the outset appoint a permanent board of trustees that shall have as its initial duty the work of choosing a site and constructing buildings. Modern ideas of hospital construction require for their best expression, architectural skill of a high order coupled with a full knowledge of the special work to which such buildings are to be devoted. To secure the best results in the erection of new buildings, it would seem advisable for the board of trustees to select their superintendent in advance and cause him to devote a part or the whole of his time in co-operation with them and the architect in preparing plans and in the work of construction. Such a course would effectually dispose of the common complaint of trustees and officials connected with the plant which they are selected to administer, that they did not have any part in its preparation. And further, their first duty after completion of the buildings, under this plan, would not be to remodel and add to to meet their requirements. Their plans and specifications, supplemented by reliable estimates, should be checked for approval by the Board of Public Charities and the Committee on Lunacy, in order that uniform construction at the lower cost should obtain throughout the State.

In conclusion, it is well to emphasize the necessity for further provision for State dependents, whether or not there shall be any change of policy in the matter of their support.

The problem for immediate solution concerns the adoption of State-care as a broad principle. Once settled, the details of its application must be carefully elaborated, a task requiring time, ability and a considerable expense before the State's charities can be so organized as to give all indigent patients the grade of service in which all have an equal right to share.

The Care of the Insane in Pennsylvania

At present, about one-half of the insane, who are receiving institutional care in Pennsylvania, are confined in what are known as State Hospitals, as follows:

- State Lunatic Hospital, Harrisburg.
- State Hospital for the Insane, Danville.
- State Hospital for the Insane, Norristown.
- State Hospital for the Insane, Warren.

Dixmont Hospital for the Insane, Dixmont.
 State Asylum for Chronic Insane, Wernersville.
 Homeopathic State Hospital, Rittersville.
 State Hospital for Criminal Insane, Farview.

Wernersville was designed for the care of the chronic, or working insane, and in its operation it was originally intended to be restricted to this class. It is the only institution for the insane to which patients cannot be committed by the courts. All of its patients are received on transfer from other State hospitals, county hospitals, etc., and such patients must have been insane for more than one year.

Farview ostensibly was for the care of the criminal insane, but according to the act it may be also used for the insane generally.

Other institutions caring for the insane are what are known as county care hospitals. They are institutions erected under the act of May 25, 1897, and licensed by the Committee on Lunacy. These institutions care for patients near their homes in their own county, in buildings specially erected for the purpose, the State paying \$2.00 per week per capita for each indigent patient, and the county, or poor district, carrying the rest of the burden.

According to the last report, May 31, 1914, the number of patients cared for in the State Hospitals for the Insane, was 10,561. Those cared for in the county institutions amounted to, on the same date, 7,502. The county institutions operating under the county care system (under the act of May 25, 1897, amended May 13, 1909, also act of July 25, 1913), are 21 in number, namely:

Adams County Home, at Gettysburg.
 Allegheny County Hospital, Woodville.
 Pittsburgh City Home and Hospital, Marshalsea.
 Pittsburgh North Side City Home, Hoboken.
 Blair County Hospital, Hollidaysburg.
 Chester County Hospital, Embreeville.
 Cumberland County Hospital, Carlisle.
 Elk County Hospital, St. Marys.
 Erie County Home, Erie.
 Franklin County Hospital, Chambersburg.
 Jefferson County Hospital, Brookville.
 Lancaster County Hospital, Lancaster.
 Hillside Home, Lackawanna County, Clark's Summit.
 Blakely Home, Lackawanna County, Olyphant.
 Mercer County Home, Mercer.
 Philadelphia Hospital for the Insane, Philadelphia.
 Potter County Home, Coudersport.
 Hospital for the Insane, Retreat, Luzerne County.
 Schuylkill County Hospital, Schuylkill Haven.
 Somerset County Hospital, Somerset.
 Westmoreland County Hospital, Greensburg.

There are in addition a few institutions for the insane known as private hospitals, or sanatoria. Several of the larger of these institutions do considerable free work, but they usually receive only what are called in general, pay or private patients. The principal private hospitals, licensed by the Committee on Lunacy, are:

Pennsylvania Hospital for Insane, Philadelphia.

Friends' Asylum, Frankford, Philadelphia.

St. Francis Hospital, Pittsburgh.

Burn Brae, Primos, Delaware County.

Easton Sanitarium, Easton.

Innwood Sanitarium, West Conshohocken.

Mercer Sanitarium, Mercer.

There are also a number of small sanatoria licensed by the Committee on Lunacy to care for ten patients, or less. The number cared for in private institutions for the year ending May 31, 1914, was 814.

In addition there are a few insane confined in some of the almshouses, numbering about 102, who, as a rule, are not committed under any of the acts referred to, but who are cared for by the counties in whose institutions they are, under the laws for the support of the poor.

On the same date there were in the jails, 32 insane prisoners, and in the Institution for the Feeble-minded, at Polk, 24 insane were reported.

Thus it would seem that the care of the indigent insane up to the present time has been divided in quite unequal proportions between the State and the Counties.

State Care for the Feeble-minded.

In recent years we have come to consider the feeble-minded and epileptic from a new point of view. Although the individual is given better training and treatment than ever before, the new point of view is the consideration of the larger problem, the group, as well as the individual—provision as well as cure. In considering our duty to the feeble-minded and the State, we should keep in mind the following facts and be guided by the facts we know rather than theoretical consideration.

We know there are more feeble-minded in our State than can be cared for in appropriate institutions. We know that feeble-mindedness is in a large degree an hereditary defect, and we know that the segregation of the feeble-minded in appropriate institutions or colonies prevents the propagation of feeble-minded children, at least by those who are segregated. We know that feeble-mindedness is responsible for much poverty, alcoholism, prostitution and crime. We know that the cost of caring for the feeble-minded in hospitals and asylums and in jails and prisons, is greater than would be the cost of their care in appropriate institutions. We know that the value of property destroyed by crimes

committed by feeble-minded and epileptic persons would go far toward the construction and maintenance of appropriate institutions for the care and maintenance of all feeble-minded and epileptic in the State. We must get away from the idea that the institutions for the feeble-minded are simply for the training of feeble-minded children. Most of the feeble-minded and epileptic require life-long care.

The care of the feeble-minded and epileptic is, as well as the care of the insane, a problem for the State, not the city or county. The problem of caring for the feeble-minded to-day is somewhat in the same position as was the problem of the care of the insane half a century ago. The number of the feeble-minded is about the same as that of the insane, and though their segregation is possibly less imperative, it is, in the light of eugenics, as important, and the cost of provision for their care and for their maintenance is very much less.

Rather than have separate institutions for children and adults, or for men and women, or boys and girls, large colonies to provide for all classes should be established by the State. There are many advantages in having an institution or colony where all classes of the feeble-minded are cared for. A large proportion of the feeble-minded children under sixteen years of age are extremely helpless. The adult feeble-minded women, as a rule, under direction, make the best possible nurses for these helpless little ones whom they tenderly mother and watch over with a love and devotion greater than it is possible to obtain from paid employes. The adult feeble-minded woman can also be utilized to advantage in the laundry, sewing room, and in the domestic duties throughout the colony. The presence of children relieves the institution of monotony; which makes it more homelike and brings about contentment. The adult feeble-minded men are usefully employed upon the farm, in the garden, shops and occupations incidental to colony life. The school with its music and entertainments is the centre of the institution activity. In an institution where all classes of the feeble-minded are cared for, it is frequently found advisable to transfer patients from one department to another on account of improvement or deterioration, mental or physical. Such transfer can be easily made without formality or expense, when the different departments are under a single management. Furthermore, there can be no objection to caring for the feeble-minded and certain classes of epileptics in the same institution. The needs of the epileptics and feeble-minded are similar, and all epileptics who will be cared for in a colony are more or less mentally deficient.

A State colony for epileptics should be planned to provide for between two and three thousand. The location should be far from any large city and rather isolated. It is not necessary to locate an institution where farm land commands a high price. A large tract of from

three to four thousand acres, a part of which is woodland, should be provided. Railroad communication for passengers and freight, with advantages for side track to the institution grounds, is imperative. It must be borne in mind that to admit of the proper classification, such a colony will need more land than would an institution which provides for only one class of defectives.

What we need is not more legislation, but rather provision for the care of greater numbers. The institutions at Polk and Spring City should both be enlarged and the Village for Feeble-minded Women should be developed as rapidly as possible.

Restricted marriage laws are no doubt advisable, but, as suggested by Hastings Hart, restricted marriage laws are unavailing because the unfit produce their kind regardless of marriage laws. Sterilization is at best a partial remedy and is restricted in application by public sentiment. It is not operative in any of the states that have passed sterilization laws. Legislation whereby institutions for the feeble-minded may hold their inmates regardless of the wish of the parents are of no avail unless we have ample accommodations for all of the feeble-minded who cannot be cared for and safeguarded in their homes.

The progress for coping with the burden of the feeble-minded is a simple one: First, have the State provide colonies for all the feeble-minded who cannot be properly cared for in their homes; and then a law providing that any person who is feeble-minded may be committed to the colony as are the insane, and not released except by permission of some properly constituted authority.



PENAL AND REFORMATORY INSTITUTIONS

1. The Criminal Class.
 2. Reform of County Jail System.
 3. Plan of Reform.
 4. The Desertion Class.
 5. Short Term Sentences.
 6. Probation and Parole.
 7. Inebriates.
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PENAL AND REFORMATORY INSTITUTIONS

1: The Criminal Class.

Whether there is a "Criminal Class" or not, society is menaced by a vast army of those who do not and will not obey the law. One of the first inquiries in dealing with such people, should be—"Why?" The trial of an accused person should be conducted not only to establish the fact that he or she did break the law, but with what intent, for what reason, and from what cause?

The causes of delinquency are largely due to physical, mental or moral defectiveness. There are institutions to deal with victims of each of these deficiencies. It should be the first endeavor of criminal procedure more than ever before to deal with the basic reasons for delinquency rather than with the merely retributive punishment provided for infractions of the law. The foundation principle of reformation rather than retribution should always be kept in view. The administration of the law is intended to serve the interests of society as a whole. The criminal is a member of society, even if at times, an outlawed member of it. A broad interpretation of the penal laws should include the welfare of the criminal as well as that of the rest of the community, and seek to secure his early restoration to the ranks of the law-abiding. Merely to restrain him from disturbing his fellows by forcible methods is not enough. He must be so treated as to render him fit for personal liberty at the earliest moment, so that he will cease to be a burden upon society and begin again to be a useful and productive member of it.

The compulsory feature of the school law does not attach any stigma to those who are bound by it. This compels a certain amount of restraint during school hours during the school year, but the purpose is to ensure the education and training of the ignorant and untrained to become useful and productive members of society when the restraint of school days are over. The same principle should operate with those older, ignorant and untrained persons who come under the compulsory features of our civil and criminal law. No undue and oftentimes unjust stigma should be attached to them.

There should be more discrimination in diagnosing their disease before prescribing their treatment. Every accused person should be thoroughly examined to determine the cause of his delinquency, and, when that has been determined, he should be committed to the appropriate institution for the care and treatment of the particular disease from which he is suffering and which promises the most speedy and permanent cure. We should not brand all "convicted" persons as

"criminals" without discrimination. Thus, alcoholics and drug fiends need hospital, not prison, treatment; the feeble-minded need special custodial care and kindness; the ignorant and untrained need education and vocational guidance; the morally weak need help; the idle need work; and the merely mischevius need the spur of ambition to turn their surplus energy into profitable channels. The courts should diagnose their cases and prescribe for them with more scientific discrimination than at present.

After the realization of such an advance in the administration of the criminal law, it will be increasingly necessary to see that those upon whom the custody of the delinquent members of society is imposed are imbued with the spirit of intelligent co-operation with the courts in securing the end sought by such jurisprudence. A prison warden must be more than a mere jailor. He must be a teacher, a friend, a counsellor and guide. His power should be conditioned by the use he makes of it, and should carry with it the responsibility of achieving the desired end of the law in giving into his hands the raw material of society to be turned into a more or less finished product. Factory superintendents are not mere custodians of raw material. They are actual manufacturers of utilities and are held accountable not only for the custody of the raw material but for its industrial transformation. The prison warden should be similarly considered as not only the custodian of the raw material of society but should be held responsible for its mental and moral transformation. Otherwise our penal institutions are mere storage warehouses whose goods depreciate with age and the wear and tear of careless handling.

Any penal institution that fails to employ, educate or train its inmates is derelict of its duty. Idleness is a prolific breeder of discontent and disorder. Employment of some sort should be imperative for all who can work, whether it be commercially profitable or not. Where possible it should be made profitable, either in the way of meeting the cost of maintenance of the prisoner himself, or his family. Contract labor is unknown in Pennsylvania, but the labor of all prisoners should be utilized by the State in some way that would be of benefit to the prisoner, to the State, and to the community. The number of convict laborers is not so large in any one occupation as seriously to interfere with free labor, nor would it ever be so if we had a more systematic and intelligent system of distributing free labor than at present. Farm colonies are advisable, where possible, and in no field of labor is there greater need or opportunity for profitable employment than in this most necessary and at present under-manned occupation.

2. Reform of the County Jail System.

The ultimate object of a jail sentence is to put the recalcitrant member of society in a place where he may be fitted to be returned to freedom as a useful and law-abiding citizen.

The causes of the wrong doer's recalcitrancy are usually either lack of education and industrial training; mental defect; a bad environment, or some such reason.

The treatment necessary to be followed must differ in each case, but it should be chosen only after a careful diagnosis, and applied until either a cure or as much betterment as can be reached, is effected.

Where diagnosis shows the cause of delinquency to be lack of education and industrial training the obvious treatment is to send the subject to a place where they are provided and compulsorily pursued, and to keep him there until he is fit to graduate as an intelligent and industrious worker. The same treatment applies to those whose environment produces and perpetuates delinquency.

Where diagnosis shows that delinquency is due to mental defect, the proper course to be followed is to send the sufferer either to a home for the feeble-minded or an insane asylum.

It is obvious that, to secure adequate curative treatment, the institutions provided for its accomplishment must be supplied with the proper equipment. The place of detention must be healthful, sanitary and cheerful; it must have schools and an industrial and agricultural plant; and it must be humanely administered by adequately paid managers. To secure these advantages, the institutions must be large in area and far enough away from urban centres to secure a proper healthful environment, and yet near enough to them to secure a market for profitable exploitation.

THE FEE SYSTEM.

The reason why penal institutions are filled with so many young offenders is that county officers are not careful enough in dealing with first offenders and minor misdemeanants. There are many offenders to whom a kind word from the bench, a bond to keep the peace or a warning against continued law-breaking would be sufficient. It is sometimes easier, however, to send them to court and rid the community of responsibility. This also secures fees all along the line. Time was when the fee system was a necessity, because there was not enough court business to warrant such salaries as would secure the exclusive services of constables and justices of the peace, etc. But where possible, a stated salary is always preferable to the fee system. The expenses of transportation of offenders, officials and witnesses to the

county seat are large and could be largely curtailed by the exercise of a little more common sense by local justices in deciding minor cases themselves instead of sending them to court for trial.

3. The Plan of Reform.

The Commission agrees with the Pennsylvania Prison Society that "the need of Pennsylvania in penal matters is a well articulated, homogeneous system of dealing with delinquents." In furtherance of this object it endorses these recommendations of the society.

1: County jails should in every case be places of detention only until trial. They should be administered by capable wardens who thoroughly understand the nature of their work.

2: Workhouses, located on large farms should be provided. To these should be sent inebriates, vagrants, and such other persons as are not sentenced to one of the State penitentiaries. Here, besides giving as much outdoor employment as possible, provision should be made for remunerative industries.

Professional criminals, while they should be given the advantages of reformatory treatment, are, as a rule, the confirmed enemies of society, and should remain segregated until cured, or if not cured, they should remain in detention in order to protect society. All State prisons or workhouses should have a large farm connected with them, not only to provide healthful outdoor employment, but also for the purpose of raising the necessary produce for the institution.

3: As speedily as possible, the statute forbidding the employment of more than 35 per cent. of the prisoners at any one time in the manufacture of articles or products which are sold in the markets, should be repealed, and a law enacted providing for the introduction in the State penal institutions of such additional industries as will keep all prisoners employed all the time.

4: A wage system should be introduced, a liberal deduction should be made for the prisoner's keep, and the balance be placed to his credit for the use of his family, if he have one, or for his own use on discharge, if he be single. In this connection, attention is also called to the absurdity of keeping a person in prison for the non-payment of a fine without giving him a chance to earn it or to make restitution. The same applies to wife deserters. Neither the State nor the county should maintain the deserted wife and family. But the unfaithful husband and father, if imprisoned, should not only have the opportunity, but be compelled to earn a living for those whom he is obligated to support.

5: To bring about a carefully articulated system of penal institutions, and to insure their homogenous administration, it is most desirable to place all penal institutions under the supervision of the State

Board of Charities and thus obtain the advantages of (a) A proper co-ordination of the various penal and reformatory institutions of a state; (b) Better classification of prisoners and a more scientific application of the particular kind of treatment received by each; (c) Uniformity in construction and management; (d) A more intelligent administration in general than is possible under the present system.

4. The Desertion Class.

Under the present system courts are authorized to make orders upon those liable for support, and in default, to commit to prison the person against whom the order was made. This remedy is entirely inadequate. What usually happens is this:—The order is made upon the husband for the support of his wife, or children. Uniformly, it is not complied with, sometimes in whole, sometimes in part. The delinquent is arrested and sent to jail. This is no remedy. The county supports him while in the jail, and in a short time he is turned out, under the insolvent, or some other law. While in prison he cannot earn anything, and probably would not earn anything if he were out, and about all that has been accomplished is the annoyance to the family in bringing him into court, and having him supported in the jail for a short time by the county.

It is suggested that some system be adopted under which, if the court should ascertain that a delinquent is able to work, and will not, or cannot procure it, that he should be sentenced to some institution at which he could be made to work and earn something, so that while there the county and State should be required to appropriate at least his earnings, or the value of them, to the support of his family. And this should continue until by some proper process he is discharged. Of course, it is not suggested that a man unable to work by reason of sickness or disability should be imprisoned for failure to support his family, but the need of some provision for the care of deserted wives and children by lazy and apparently worthless husbands is one of crying need. Indeed, no branch of the criminal law, if this be criminal law, needs the application of a well-defined, practical system that shall compel this class to perform their duties.

This should also be extended to orders made by juvenile courts for the support of dependent children.

5. Short Term Sentences.

At present, and under various statutes, magistrates in Pennsylvania have authority to commit to county prisons and jails (and in Philadelphia and Pittsburgh, to workhouses), for short terms, those who are convicted of disorderly conduct, etc.

These commitments, are, as a rule, from a well-known class; drunkards, tramps, vagrants, and loafers, and those who will not work but live by their wits, or by begging, or who are supported by their relatives and friends. From this class, also, come a large number of cases that get into the quarter sessions court on charges of misdemeanor, notably assault and battery, carrying concealed deadly weapons, petty larcenies, maintaining or frequenting houses of ill-fame, etc.

To get rid of this class, or to materially reduce it, is of great importance. Its support imposes a heavy burden upon the taxpayers, for quite one-half of all the costs of the criminal courts are attributable to the existence of this class. As a remedy, the present system of imposing short terms of imprisonment or detention is ineffective and is a mistake, as it only gives the convicted a place in which to rest and recuperate, and soon after discharge they are brought back again.

The State should provide a sufficient number of places of detention for this class, provided with sufficient land, and other facilities for work, which would enable them at least to earn the costs incurred for their maintenance and the court proceedings. Subsequently they might be paroled under such terms as the court might impose.

The adoption of some adequate system for the control of this class is one of the most important needs of the day, and, if it can be rendered effective, it would do more to decrease the cost of the criminal classes than any suggested legislation now in sight. A statute is very much needed that would repeal all previous legislation on the subject and provide a comprehensive plan that shall insure obedience to the law, or permit permanent detention.

Such a statute could be utilized by the court to compel obedience by delinquents who should violate orders for support, and also to enforce compliance with orders for support of children made by the juvenile court, etc.

6. Probation and Parole.

The modern innovations in the care of the criminal class in jails and penitentiaries, under what are known as indeterminate sentences, and the power of courts and prison authorities to parole, are all in the right direction, and are of great benefit to the administration of the criminal law. While the legislation relating to the power of the courts to parole has been criticized, it is certainly one of the most valuable statutes relating to the administration of the criminal laws now in existence. Under the present system of sentencing persons convicted of crime, the judge does not know and cannot know, much about the person who has pleaded guilty or is convicted in a trial before him, and he is usually called for sentence as soon as the verdict of the jury is rendered against him. This being so, after sentence, under modern legislation in Penn-

sylvania, the court may, on examination of the case, parole the prisoner.

It is suggested that in all cases of conviction where the sentence is over a month, the court should be required to make some investigation as to who the prisoner is, something of his history, family record, etc., before sentence is imposed. In many courts this is now done, but it would possibly be better to have it a rule of practice provided for by law. The indeterminate sentence which fixes the minimum and maximum time, might be changed to maximum only, permitting discharge by the authorities of the penitentiary with leave of the court. This would give time for investigation as to the record of the prisoner, and give him proper credit for good conduct besides.

7. Inebriates.

The treatment of inebriates is an old problem but an adequate appreciation of its importance is quite recent. For many years public opinion has been aroused upon this question and concerted efforts have been made in various states looking to the control and detention of this class.

In this State, a statute was passed (April 16, 1903, amended May 28, 1907), providing that persons suffering from alcoholism or drugs, might, after an examination by the court, be confined in a hospital or asylum for treatment, for a period not exceeding one year. This applies only to persons who are able to pay all the expenses, including such compensation, as the institution to which they were sent, should prescribe. This act makes no provision whatever for the indigent.

The last session of the Legislature, however, made an appropriation of \$20,000 to establish a home for this class to be called the State Institution for Inebriates. No provision was made in this act for their care, and it is not very clear how one must proceed in order to get a person in the institution, or when he is in, how to get him out. Nor is it stated in the act who is to pay for his care, or whether or not he is to be paid for at all and is expected to be self-supporting.

It is suggested that the statute providing for the commitment of inebriates and drug-users heretofore referred to, be repealed, and a general statute passed regulating the entire subject of admission, detention, and discharge or parole, and providing not only for the commitment and detention of those who are able to pay, but for indigent inebriates as well.

There are some difficulties in the way of making proper provision for this class, relating mainly to the length of their term of detention and their discharge, it being very difficult, almost impossible, to ascertain definitely when the patient is cured of the desire, or disposition, to use either drugs or intoxicating drinks. It is suggested that a statute should

provide for a minimum commitment, and possibly also a maximum commitment, vesting the power of discharge on the recommendation of the management, court and family. The cost of maintenance for the indigent should be borne by the county, or poor district, with the right of recovery from responsible relatives, if possible.

The institution proposed for this class should be provided with land, and other facilities to enable the inmates to work (at least those who are able), at some remunerative occupation. It is believed that under proper management such an institution could be maintained at a small cost per capita, as inmates should be able and compelled, for the greater part of their term at least, to earn their own living. Under the habit act, now in existence and above referred to, these patients are usually committed to hospitals for the insane. This is not wise, because not being insane they constitute a disturbing element and are out of place among the insane.

It is probably impracticable to require each county to maintain an institution expressly for the care of this class; but the State could be divided into districts, as is now the case with the care of the insane, and the cost of the buildings and administration could be paid by the State.

The pressing need for such institutions at the present time is generally acknowledged and calls for more consideration by the law making power than it has heretofore received. If the class of indigent inebriates could be gathered up in proper institutions of the character contemplated, it would be a very great relief to our jails, police stations and courts, in which vagrants and persons arrested for disorderly conduct are detained and confined. As a matter of fact most of those who are brought into court for vagrancy, and many of the frequenters of houses of ill fame and gambling dens, come from this class. Provision should also be made in this law for bringing such cases of inebriacy before the courts by the relatives, individuals, or public officials. The statute should define in clear terms what shall be the test of inebriacy which would be required to qualify the person for commitment to the State institution, or to warrant his commitment and detention. Provision should also be made for the treatment and custodial care of acute cases as well as habitual drunkards.



CHILD WELFARE

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CHILD WELFARE

Dependent and Delinquent Children

There are several methods of dealing with dependent and delinquent children. The dependents, who are not delinquent, are cared for chiefly by private charities aided by certain public and semi-public bodies with jurisdiction and authority to act in the premises. The methods of commitment, care and maintenance differ, as do the methods of more permanent treatment for support until the children reach the age of employment. The private institutions which care for dependent children are numerous, their aims are most praiseworthy, but their means of support are very uncertain. They are, however, managed in a humane manner and certainly without undue extravagance, so far as salaries are concerned. Most of them seem to be an absolute necessity; they are generally full, and at least give timely help in a temporary way, by assisting the needy poor over the most exigent period of their dependency.

But their finances are in a continuous state of semi-solvency. Private sources of income are uncertain and money is often raised in costly and objectionable ways that do not make for stability or permanence. What State, county, municipal or semi-public support they receive is extremely variable and should be standardized or at least brought up to the actual, ascertained cost of living in each community. A flat rate is unscientific and impracticable and tends to inefficiency, if not to actual insufficiency. In fact, the whole method of dealing with dependent children should be standardized and its administration subject to competent, recognized and official review and inspection. There are at least twenty thousand dependent and delinquent children in Pennsylvania, and their present care and future development are matters of pressing and grave concern to the Commonwealth from a financial, moral and economic standpoint. The State should make provision for its management under a system of supervision that would not discourage private philanthropy from carrying on the good and necessary work it has done so generously for many years, but so standardize and supervise it as to promote efficiency and economy and produce better permanent results.

At present there are two large branches of "The Children's Aid Society," one in the east with headquarters in Philadelphia, covering forty-one (41) counties and caring for about two thousand children, and one in the west, with headquarters in Pittsburgh, covering twenty-three (23) counties, and caring for about one thousand children. These societies in general look after the "placing-out" of children in carefully

selected private families, with or without payment of board, according to circumstances, and have also encouraged the practice of legal adoption with good results.

While most of these receiving institutions are a necessity, they should not be allowed to become more than temporary homes for neglected or dependent children. The "placing-out" of children not under the control of the juvenile court should be done by some such state-wide organization as these Children's Aid Societies which could standardize the work, supervise it regularly and promote economy and efficiency thereby. For, after all, the question of juvenile dependency cannot be adequately taken care of in any temporary manner or by any institutions which are organized to deal only temporarily with the dependent child. Its permanent destination, training, education and care are of vital importance both to the child and to the State.

Neglected children are most often the result of neglectful homes. The making, keeping and preservation of the home is one of the greatest duties, as it forms also one of the gravest problems of our times. The causes of juvenile dependency are many and vary in many particulars, but in the end they may be traced to broken homes—broken by death, disease, poverty, unemployment, domestic infelicity, drunkenness and crime. Abandonment by parents is on the increase and its causes are a shame and a scandal in far too many cases, being due to marital infelicity and marital infidelity, which often do not come within the jurisdiction of the divorce court, where some provision could be made for the care of the children.

The establishment of juvenile and domestic relations courts has helped to deal with this unfortunate state of affairs. It is probable that these courts and their unofficial auxiliaries do much to repair the damage done by the divorce courts, and their jurisdiction might advantageously be increased. For instance the administration of the "Mothers' Pension" law should be given over to the juvenile courts and thus help to keep at least the judicial management of family integrity in competent and experienced hands. The juvenile court might, likewise, have greater supervision over the question of "placing-out," so that societies which at present attend to this might have their hands strengthened and the deficiencies of the present system be reduced to a minimum.

With regard to the cases of delinquent children the juvenile courts should have exclusive jurisdiction over them and the action of the court should be helped by proper and co-operative action by parole and truant officers.

Board of Charities' Committee on Child Welfare

The present condition of affairs in regard to the problem of child welfare shows the importance and desirability of establishing at this time a separate committee on child welfare by the Board of Public Charities, similar to the present Committee on Lunacy. Homes for the immediate reception of children who need immediate care are urgently needed.

The various juvenile courts of the Commonwealth, and the various poor law officials in the different poor law jurisdictions should be given power authoritatively to turn over children who are in need of support to the committee on child welfare. It should be given power properly to provide for the care and supervision of the children, using for this purpose all the various existing facilities, such as the Children's Aid Societies, the children's homes, hospitals, reformatory institutions, etc.; it should be authorized, further, to develop a system, under its own auspices, for the placing of children in family homes wherever already existing agencies should prove to be inadequate; it should have power to return children to their own parents as suitable opportunity arises, provided, that if the children have been removed from parents for reasons of delinquency, either on the part of the parents, or on the part of the child, such return to the parents should not be made without the consent of the court which directed the original removal.

This plan has very many and very real advantages. In the first place it provides, under State auspices, an adequate machinery for the care and supervision of every child who needs to be cared for. At present, even with our appropriations to private institutions, it is often impossible to provide adequately for some children who need to be cared for. It furthermore provides that every single agency for the care of children in the State can be at the command of the committee, so that probably every need of every kind of a child can be properly met.

This committee would be in an excellent situation to raise the standards of child care throughout the Commonwealth. Agencies which did not live up to what the committee should consider to be adequate standards in the care of children turned over to them, would cease to receive children from the court. The committee would be, furthermore, in an excellent position to guide the local communities in their removal of children from parents. Under already existing laws, poor law officials and courts can arrange for the payment for the board of dependent children by making proper orders on local funds.

This plan has the further advantage of making possible an adequate study of the needs of the individual child before the permanent placement is made. At present our juvenile courts, for instance, have to

determine not only the fact as to whether or not the child, because of his own delinquency or because of parental abuse and delinquency, should be removed from his own home; they must in addition, determine often at a single sitting, and from insufficient acquaintance with the child, what permanent disposition is to be made of the child. In this way many children are committed to reformatory institutions who need only a change of environment, and could be properly cared for in a good family home or in a good institution where some firm discipline, not, however, of a reformatory or penal kind, could be provided, without the stigma of commitment to a reformatory being attached to the child. At the present time, also, by poor law officials and by courts, children are placed in institutions, or with agencies which have not the equipment to deal with the particular needs of the child, as these needs are revealed by further acquaintance with the child. The only way at present of making the needed transfer is by the re-opening of the case in court and re-hearing of the whole story, or by transfer from one institution to another, a difficult thing to arrange for no institution likes to accept additional burdens from another institution. The proposed plan would enable the committee on child welfare thoroughly to study each child, find out his physical and mental qualities, his physical, mental and spiritual needs, and properly to place him with the agency most suited to his individual needs without any fuss or red tape, except the necessity of securing the consent of the juvenile court when a child is finally to be placed in a reformatory institution.

This suggestion embodies the experience of several states which, under various names, provide State Boards of Guardians, notably, Michigan, Iowa, Minnesota and Massachusetts. It modifies the plan of these states to conform with existing Pennsylvania conditions and existing Pennsylvania law.

It seems a sensible way to care for our dependent children utilizing already existing agencies that are good, furnishing means for the detection and non-utilization or the improvement of existing agencies that are not good.

All societies caring for dependent children and receiving public funds should be registered by this committee.

The Juvenile Court

Until a few years ago there was no effort upon the part of the State authorities to take jurisdiction over delinquent and dependent children. About 1903, however, the Legislature passed what is known as the Juvenile Court act (approved May 23, 1903, P. L. 274), which placed the control of dependent and delinquent children in the hands of the court. This enactment, with legislation passed since, has worked well

and possibly no Act of Assembly can be pointed to that has produced more beneficial results than this juvenile court legislation. It is obvious to all that the proper control and care of this class of children is of the utmost importance not only for their own welfare, but for the welfare of the State.

Many suggestions have been made and plans proposed giving the control of this class in whole or in part to societies, commissions, and other agencies of a charitable or education character; but it is our view that the only place in which this power, wide and diversified as it is, can be safely and beneficially entrusted, is in the hands of the courts. There are many reasons for this: the principal one, however, is that in providing for their care and control, there must be a power that has full authority to make orders upon proper persons for their support and maintenance, and that can compel the attendance of witnesses and parties in hearings before the court. Moreover, the juvenile court, as thus constituted, is a tribunal which is always in session and is equipped with machinery at all times that is appropriate and necessary for the work.

The Acts of Assembly now in force need some slight revision, but in the main they have been demonstrated to be fully competent and satisfactory. One point that might be advantageously considered is principally the extension of the power of the court to provide for the care and maintenance of dependent and delinquent children. The present system of dealing with these classes might be modified and enlarged, by giving the court absolute jurisdiction over the control of these classes up to the age of sixteen years. The present act already sufficiently defines and designates the delinquent and dependent classes and possibly no change is needed in that. As to the question of support, in addition to the powers which the court now possesses, it should be given the power to order the maintenance of children in their own homes, with the same authority and power to impose cost of maintenance as it now possesses in individual cases. It should also be empowered to place children in homes outside of the county or city; but the jurisdiction should continue. The courts should have full power, as they in part do have, to send children to the detention house, under the care of a probation officer, or to send them to any family, person, society, or corporation actually engaged, or who would engage, in the care of these children, and to do this with the object of finding separate individual homes wherever possible. All homes or societies, caring for children and receiving State aid, should be required by the court to take temporarily in their charge, dependent children, if so ordered, and care for them until such time as appropriate homes could be provided, or until such time as the court should order. The court should have power to appoint a sufficient number of probation officers and clerks and assistants for them as in its judgment is necessary to carry on the work, and to fix

their compensation and order it to be paid by the county. In carrying on this work with the probation officer, the Children's Aid Societies, Women's Clubs, Homes and other persons interested in the care of children, would have to be utilized in order to make any system for the care of children a success. As these societies and charitable people exist in almost every community, they are the prime factors in discovering these unfortunates, calling the attention of the court to them, and assisting the probation officers in finding proper homes, and in various other ways aiding in the work.

The two classes of dependents and delinquents, though differently named, strangely run together, and most of the juvenile delinquency, indeed nearly all, arises, not from any inherent wickedness upon the part of the child, but rather from his environment. Poverty, ignorance and intemperance in the home in which it lives are the great forces which produce delinquency in the child. It is not necessary in most cases to take children from their homes and to care for them outside of their customary surroundings. The great merit of this system of investigation of the home by the probation officer, and those who may assist him or her, lies in the fact that it provides for intelligent supervision of this class so as to point out deficiencies, and thus aid those who are conducting the home in giving proper care to the children.

The juvenile courts should also have power to send older delinquent children to the House of Correction, or to reformatories, though this should be regarded as the last resort. It is suggested that the present various acts relating to the juvenile court should be repealed and a comprehensive single act passed covering, at least, the suggestions above made.

In all prosecutions, brought before a magistrate, of children under sixteen years, the returns should be made to the juvenile court. If it should be necessary to detain the delinquent or dependent child, it should be done only in the detention house. It should be provided that all officers or magistrates should be prohibited from placing children in either lock-ups, police stations or jails. Poor authorities and prison authorities should be required, within three days after the committing of any child under sixteen years of age to their custody, officially to report the fact, and call the attention of the juvenile court to the circumstances, so that the court may promptly dispose of the matter. Every county should be empowered and required, either through the county commissioners or poor authorities, to build, buy, rent, or maintain, a house suitable for the detention of all dependent and delinquent children, until otherwise disposed of by a court. Courts should be empowered to approve all costs arising out of the arrest, detention, hearing, witnesses, or other matter pertaining to the disposition of such cases, and no costs should be paid unless ordered by the court. The court should

have authority to direct the service of its process by any constable, sheriff, police officer, or other person. All persons having the custody of any dependent or delinquent child, either by direct order of the court, or through the agency of the probation officer, should be required to make a report in writing once a month to the probation officer, to be filed in the court. This report should contain a statement of all facts relating to the custody of the child, which should be set forth on blanks furnished by the proper officer. The probation officer should be required, once in every three months, to render a report to the court, of the whereabouts of every child under his or her observation at the time, and to state by whom supported, and such other facts as the courts might require. We recommend that a comprehensive statute covering this entire subject be passed.

Incorrigible Children.

Perhaps there is no class that comes within the purview of help or control by the State that furnishes a more difficult problem to deal with properly than incorrigible and delinquent boys and girls.

This subject was included in the suggestions relating to the juvenile court in part when considering that subject, but the importance of the questions arising independently of what has been already said, makes it deserving of special treatment.

At present there are two institutions operating in the State providing for this class—the Glen Mills School—which although in another county, is a Philadelphia institution; and Morganza, just outside of Pittsburgh. Glen Mills is a private, and Morganza a State institution.

The children committed to these institutions comprise those who are virtually incorrigible, as well as children who commit petty offenses, and are committed by the courts.

At the Glen Mills Schools, the sexes are separated, the two departments being some miles apart, and each being provided with a superintendent, they constitute practically independent institutions; while at Morganza, the boys and girls are all in the same institution. Both of these institutions are filled to their capacity, and the time has arrived when other institutions of a similar kind will have to be provided. There is one feature of the management of these institutions which calls for correction. Under the present system commitments are made promiscuously for all kinds of incorrigibility and petty offenses. These institutions, however, are designed and regarded not as penal institutions, but as schools to reform children who are sent there. At present they contain all classes of juvenile delinquents. There seems to be but one opinion among those who have closely observed the workings of these institutions, and that is, that it is imperatively necessary that there shall be a division made between the different classes thus committed. This

requirement is especially true of the girls. There is a wide difference between the child who has criminal instincts and one who is merely incorrigible. So-called incorrigibility many times arises out of the neglect or actual lack of capacity on the part of the parents or guardians. The chief necessity is merely the need of somebody to look after the child and train it properly. To mix this class with a criminal group, containing the positively vicious and immoral, is clearly objectionable, and no time ought to be lost in making provision for its protection by segregating it in separate institutions. This is especially true of those convicted of sex dereliction.

The number of inmates at Morganza on May 31, 1914, was 411, and at Glen Mills, 1,226. At present there are in both of the above institutions many who are mentally defective. They should be removed as soon as possible from these institutions and provided for in one of the State institutions for the feeble-minded.

Recently the Philadelphia institution changed its name from "The House of Refuge" to that of "The Glen Mills School." This was with the idea of preserving the self-respect of the child who should be sent there by relieving it from the stigma that might attach to it by reason of the former name. Neither Glen Mills nor Morganza belongs to what are technically known as penal institutions, but are merely schools for those who lack supervision and home care; children, therefore, when finally discharged carry with them no handicap because of their place of detention.

At the last session of the Legislature the State contributed to the maintenance of the Glen Mills School, \$265,000, and \$15,000 for a hospital building.

We think this plan of contributing towards the maintenance of the inmates of this institution by the Legislature wise, as they can be cared for cheaper at a well-conducted private institution, such as Glen Mills (where the expense is shared with others), than where the State carries the entire load. Besides, one of the greatest advantages of the private institution over the State institution is, that it enlists the aid and active sympathy of an intelligent and charitable class of men and women who give their time and money in order to aid these unfortunate children.

It is suggested that, wherever possible, this method be followed, and we urge upon the State authorities the continuance of this wise policy.

Schools and the Juvenile Delinquent

The public schools are now sorting out the children of defective mentality, referring them to physicians and social workers so as to know how to grade them and to best deal with them educationally. The physicians test their physical condition, and the social worker finds out their family history and environment. All these findings are recorded

and are of great value. They cover the child's history up to, usually about sixteen years. Why should not this valuable data either be turned over to the juvenile court, or a duplicate thereof, for use in cases of delinquency occurring among school children? It would save the court a vast deal of time and money and would cut out a lot of testing and investigating and duplication of work already done and done more carefully and thoroughly.

Vocational Education

The value of vocational guidance and training is not realized as it should be as a remedy for juvenile delinquency and dependency. While the percentage of actual illiteracy is large, even among American-born delinquents, adult and juvenile, the amount of delinquency due to partial or deficient education and lack of vocational guidance is even greater, and the danger from the half-educated is larger than that to be dreaded from the wholly ignorant, for they have the "little knowledge" which as Pope reminds us, is "a dangerous thing." Their limited knowledge has brought them to the point where discouragement tends to the belief that, since it can carry them no further, education is of little value; and that "the world owes them a living, anyway." Their lack of vocational education shows no way out of the "blind alley" of industry but crime, and to it they drift, becoming at once a burden and a menace to society which must care for them while it has to re-educate their moral sense and continue the delayed mental and manual training to the point that could have been reached in an unbroken manner had the school done its full duty in discipline and vocational guidance in the first instance. Thus much time and money is lost and the raw material of society is damaged, sometimes beyond repair.

Vocational education or at least vocational guidance, should be an integral part of the public school system. The average boy and girl in America should be vocationally guided for the simple reason that the majority must earn their own living eventually. The present curriculum is excellent so far as it goes, but it has failed to recognize the fundamental fact that the primary requirement of child-nature is to be "doing things" not merely being fed on theoretical pabulum.

In carrying out any plan of vocational guidance it should be remembered that even it may fail if it is not wisely cognizant of the value of discovering by the infallible method of "natural selection" the individual bent of the child. What is wanted is what are known as "pre-vocational" studies and experiments to discover the individual bent before setting the child to work along any specific line of endeavor. If the public schools will do more than discover the youthful bent towards future technical, vocational education, they will fulfil their mission, leaving it to more advanced branches of the educational system, trade schools and the like, the task of actual instruction in the technical details necessary to any trade.

In the city the vocational guidance will more or less necessarily be to trades and occupations incident to organized industry. The lack of appropriate vocational guidance in the country districts tends to send our young people from the farm to the city; from the place that needs them most to the place that needs them least; from the place that might mean independence to the place that so often leads to dependence and delinquency. There is no industry so necessary and so neglected in America as agriculture. Its neglect is one of the prime causes of the high cost of living which might be materially reduced by keeping the boy on the farm and showing him how to engage in a healthful, useful, prosperous and necessary business. The country school could vocationally guide the child to agricultural pursuits by establishing courses in agriculture "corn clubs" and so forth, and make the study so fascinating and profitable that the child would have no incentive to leave the farm for the city.

Education and Industry

At the present time most shops and factories do not ask the school to give their operatives special training for vocational skill. The division of labor has been carried so far that the beginner soon acquires the necessary skill in piece work. An increasing number of industries prefer operatives who were trained in manual skill while at school and who can begin as skilled workers. Vocational schools should be established for the benefit of the children who must sooner or later earn their own living by manual labor and who, if neglected, are apt to drift into the dependent classes. The schools were originally established for the sake of the children and are still maintained to fit them for citizenship and for complete living. Without doubt the school has increased the earning power of the brightest and best pupils. But it has not done enough for those who are below the average in mental and physical vigor.

The hardest manual labor and the tasks which involve the greatest drudgery are assigned as a rule to those who possess the most limited education. For the sake of its own future well-being, the child should have all the education which it is willing to take so as to lift it out of this class to the next higher.

The United States is moving in the direction of the crowded conditions of the Old World. The day is not far distant when we shall need continuation schools for the purpose of supplementing the practical training which young people get in the store, the shop, the factory and the mine.

Industrial education is a problem which cannot be solved by the school alone. The manufacturers can best furnish the practical training while the continuation school is giving the related technic and academic instruction. Whenever the instruction is given in the all-day

industrial school, the work which belongs to the manufacturer is shifted to the school. On the other hand, when the schooling is given in the evening classes or in a continuation school during certain hours of the day, the ideal combination of his plant is to give the practical instruction while the school is offering a course in related technic and academic study properly co-related with the practical work.

At York, Pa., a continuation school has been in operation for three years. The boys devote half their time to shop work and half their time to study at school. The instruction is given in a number of shops and the scholastic work in a room fitted up in the high school. The majority are employed in machine shops, although there are several enrolled in the plumbing and cabinet making courses.

Agricultural high schools are now in operation in a dozen counties of Pennsylvania. Half the day is spent in study and the other half in practical work. Each pupil carries forward a project on the home farm under the direction of the teacher of agriculture. As instances of what the learner is expected to determine, the following are worthy of mention. The cost of raising an acre of potatoes; of producing an acre of corn; the annual profit per fowl in a flock of fifty chickens; and the fattening qualities of various rations for feeding poultry and animals. The corn contests help to bring the school and the home still closer together.

Pennsylvania maintains a form of vocational education for miners which promises very valuable results. Various collieries and coal companies helped to organize the work. Foreigners are taught how to read, write and to understand English. As soon as they learn English, the number of accidents is diminished. The instruction covers mine gases and ventilation, carpentry, machine shop and electrical work, and the arithmetic which has to do with mining.

Boys and girls need vocational guidance. It is useless to learn vocations which are passing away. The telephone is supplanting the telegraph. Electric power will soon supplant steam in the running of locomotives. The linotype will displace the old kind of printing. It is an injury to train a boy or a girl for a vocation in which competition makes it well nigh impossible for the beginner to earn a livelihood. A careful survey of the industries of a community should be made before money is spent in organizing the vocational school.

A high authority in education recently made the statement that the American people are in danger of wasting twenty million dollars upon fruitless experiments in industrial education. Vocational schools cost money and the community which expects to get something for nothing in the domain of vocational education will be sadly disappointed. How to get more money for the schools is a question of the most vital importance for the future development of Pennsylvania. No graver ques-

tion can claim the attention of the Legislature. The proper care and guidance of our boys and girls, especially those who are dependent upon charity, is the greatest problem of the twentieth century.

Homes for Children and for the Aged

These institutions play a very important part in the care of unfortunate dependents, at both extremes of life. They have the care of children, both normal and defective, and also of old people, old soldiers, etc. They number 171, and are scattered pretty widely throughout the State, and are organized by charitable and benevolent people who usually live in the localities in which these homes are situated, and who supervise them, and in large part, support them.

At the present time they report an average daily number supported of 15,079, which is very close to their combined capacity of approximately 15,400.

These institutions are aided by the State; their operation being carefully investigated, and recommendations, based upon their investigations, are made to the Legislature by the Board of Public Charities, to which they are obliged to report.

Some of them have an arrangement by which they accept inmates upon the payment of a certain sum on entering the home. It has happened, more than once, that they have fallen into financial straits and being unable to comply with their contracts, they have closed their doors, in consequence of which these elderly people have been forced to seek relief and shelter elsewhere, and have irrevocably lost their money which had been deposited as an entrance fee, and which was their sole dependence for support for the remainder of their lives.

In any proposed legislation, provision should be made covering this financial phase of the question, so as to make such deposits trust funds, the income only being available for current expenses of the home.

Laws should also be enacted providing for the education of children in homes, and directing whether they should be educated in the institution, or be permitted to attend the public schools of the neighborhood in which the homes are located.

In some of these homes it has happened that the State appropriation has been large enough to run the entire institution, but these cases have been exceptional. The usual plan is for the State to render a certain amount of aid, to extend a useful work, but not to support it entirely. It would be wise to limit the appropriation by law.

It is proper, however, to observe that these institutions are usually situated and are most needed, in localities where the poor abound, and it is difficult in this day, when the demand upon those able to give is so great, to procure large voluntary contributions. Possibly there is no other class of institution in the State to which the Legislature appro-

priates so largely for charity, in proportion to the amount expended, as it does to these homes for dependent children and the aged. The extent to which those interested contribute towards the support of these charitable institutions, relieves the public authorities of just so much of the burden of their care.

In relation to them, so far as supervision of expenditure is concerned, what has been already said about the other classes of dependents, applies with the same force here. Attention is here called to the urgent necessity of a comprehensive, systematic study of this subject in order to arrive at a practical plan for the care of all dependents and delinquents. The legislation formulating such a plan for regulating them, should all be passed, if possible, at the same session of the Legislature, so that in their consideration there can be a complete survey of the situation by the law-making power, which will show and determine upon whom the burden of maintaining them shall rest, and how it shall be determined and apportioned. Because it is manifest that they must be cared for, the only question is how best to do it.

The comprehensive act, or acts, regulating these homes, or creating them, and extending the powers of the juvenile courts, should clearly set forth whether the courts should have authority to commit persons to these institutions, and also prescribe or limit the terms. So far as the institutions for normal children are concerned, it is wise to keep in view the important purpose that their mission is to have the control of the children only temporarily, and that the placing of the children in families should always be their chief function. Indeed this purpose should apply to all institutions having the care of children, except those who are mentally defective.

HOSPITALS

Report on State's Tuberculosis Work

The Sick and Injured

Hospitals.

There is no subject relating to the dependents of the State about which there has been more general discussion, with more difference of opinion, than that relating to the care and treatment of the sick.

By common consent it is agreed that the burden of the care of this class, which is a constantly growing one, should not be borne by the State to any greater extent than is absolutely necessary.

The present system in Pennsylvania of providing for the relief of this class is a mixed one. The great mass is cared for by private hospitals, and the comparatively small remnant by ten State hospitals in the coal regions, which are usually called "Miners' Hospitals." Tubercular patients are, in large part at least, cared for by the Department of Health, which has a system of dispensaries in the several counties, and three large consumptive camps, or sanatoria, at Mt. Alto, Cresson and Hamburg.

The operation of hospitals under private and local control has the advantage of bringing to the helpless indigent patient the sympathetic aid of many persons who contribute not only largely of their means, but also render in addition a vast amount of gratuitous service which would have to be paid for were it performed by public authority. Some question the economy and efficiency of this method of State aid to private charities, but those who have given the subject the most attentive consideration declare that no other State has adopted such a successful system, or one that is so useful and advantageous to the indigent sick; because the amount given by the State is doubled by private benefaction before it reaches the sufferer. The State Hospitals are as follows:

State Hospital for Injured Persons, Ashland.
Cottage State Hospital, Blossburg.
State Hospital of Coaldale, Coaldale.
State Hospital of the Middle Coal Field, Hazleton.
Cottage State Hospital, Connellsville.
State Hospital for Injured Persons, Mercer.
State Hospital, Nanticoke.
Cottage State Hospital, Philipsburg.
State Hospital, Northern Anthracite Coal Region, Scranton.
State Hospital for Injured Persons, Shamokin.

These are supported wholly and entirely by the State. They are doing valuable work and are evidently needed. They have gained a place for themselves and it is not easily seen how they could be spared. They cared for 12,145 patients during the last year, 10,553 of whom were treated free, 640 partly free, besides 12,665 dispensary cases. Without these institutions there would have been no place to take these

patients and have them cared for. At the same time, we also express the opinion that unless some great necessity, which is not now apparent, shall arise, or be shown, an increase in the number of State Hospitals is not desirable.

It is well to recognize the fact, in disposing of this question, that the day has gone when the indigent sick can be left unaided. That is no longer a debatable question; they are sick and in need, and they must be cared for. It is believed that the present system is a wise one, but we are of the opinion that its efficiency can be increased by additional legislation relating to the matter of supervision by the State Board of Public Charities.

The private hospitals in the last year cared for 204,310 patients, 103,985 of whom were free, 42,900 partly free, besides 797,958 dispensary patients.

The State's Tuberculosis Work

Since the passage of the Act of May 14, 1907, authorizing the Department of Health to establish and maintain dispensaries and sanatoria for the treatment of indigent persons suffering from tuberculosis, the Commissioner of Health has located and is maintaining 115 dispensaries, in the larger towns of the State, and three sanatoria, the sites for which have been carefully selected, taking into consideration accessibility and natural advantages.

For dispensary use in the larger cities, houses, conveniently located, have been leased; in other towns suites of rooms in office buildings, or other central locations; and in a few of the more rural districts the dispensaries are located in the office of the physician-in-charge.

One hundred and ninety-seven (197) physicians are employed in the dispensaries, exclusive of the executive force of the Division of Tuberculosis. These physicians are paid by the hour for time actually occupied in their work. The Department also employs one hundred and twenty (120) trained nurses who are in attendance at the dispensaries during dispensary hours and at other times visit the patients and endeavor to improve their home surroundings. They are also engaged in sociological, nursing and educational work. They are paid from \$60 to \$70 per month.

Since 1907 up to August 1, 1914, the dispensaries have treated 90,875 cases. Of the \$3,249,808 appropriated to tuberculosis work, since 1907 up to August 1, 1914, \$2,261,956.93 has been paid out for expenses of the dispensaries, a per capita cost (for treatment) of \$24.89. The average attendance of patients at the dispensaries has been slightly in excess of eight months. Forty per cent. of the patients treated have been furnished with milk, eggs (at times), and cottonseed oil, at an average per capita expense of about \$3 per month; therefore, of the \$24.89 per patient expended, approximately \$10 has been for milk, eggs

and oil. The initial expense to the State of the careful examination of each patient upon the first visit to the dispensary is about \$2.50, leaving for subsequent treatment, nurses' visits, maintenance and rental of dispensary during treatment of each patient, approximately \$12.39.

The dispensary work is of special importance because it develops the field from which sanatorium patients are drawn. Sufferers from tuberculosis who are financially unable to secure proper treatment for themselves for the disease first apply to the nearest dispensary for examination where they are examined by the dispensary physician. Their homes are then visited by the dispensary nurse and necessary information secured as to whether or not they are proper subjects for State aid. If found worthy, applications are filed through the dispensary for admission to the nearest sanatorium. Applications are listed in their order and patients are admitted when their names are reached and as vacancies in the sanatoria occur. In the meanwhile, until they are admitted, they remain under the care of the dispensary physician and nurse.

All through its history the Department has had on file considerable lists of applicants awaiting admission to sanatoria. The sanatorium at Cresson which was opened on December 31, 1912, could have been filled at once without nearly exhausting the waiting list, and the same conditions prevail at Hamburg Sanatorium, there being at the present time a waiting list of more patients than this institution will accommodate.

From June 1, 1907, to August 1, 1914, 13,838 patients have been treated at the sanatoria at a gross maintenance cost of \$2,252,940.85 or a per capita cost of \$162.80. The average length of stay of patients has been 4.3 months and the average per capita weekly maintenance cost, \$8.77.

Sanatorium No. 1, located near Mont Alto, Franklin county, on a plateau in the range of the South Mountains at an elevation of 1,500 feet above sea level, is surrounded by 55,000 acres of State forests. It was first opened in June 1907 with a capacity of about twenty (20) beds. This capacity has gradually been increased by the erection of cottages, a hospital for advanced cases and a children's building, further equipped with water works, sewage disposal plants, power, light and laundry building and an incinerating plant and other necessary out-buildings, until at present the institution has a capacity of 1,130 beds and is the largest tuberculosis sanatorium in the world. This institution is about sixty-six miles southwest of Harrisburg on the line of the Cumberland Valley Railroad.

Since 1907, the Department has expended at Mont Alto for construction \$1,063,625.92, making a construction cost per bed of \$942.55. At this institution there has been expended for maintenance \$2,019,-

908.30. During the year 1913, while the institution was growing and its capacity yet being enlarged, the average daily attendance at the sanatorium was 937½, and the average weekly cost of maintenance for 1913 was \$8.18.

The staff at Mont Alto consists of 14 physicians, a non-professional administrative force of 12, forty trained nurses, 209 laundry maids, waitresses, internes and laborers, making a total force of 275 people.

The plant at Mont Alto at the present time consists of a hospital for the treatment of advanced cases, containing 260 beds, 84 cottages and tents containing 662 beds—the cottages having been erected according to the Department's plans, designed to give the maximum of sunlight and movement of air, each having a capacity of eight, a Children's Building containing 122 beds, and 86 extra beds located in the various buildings which are occupied by patients in whom the disease has been arrested and who are now employed in some capacity or other. There is also a Dining Building, Administration Building, Dispensary Building and Receiving Ward, heating plant and other equipment heretofore mentioned.

Sanatorium No. 2 is situated at Cresson, Cambria County, within two miles of the main line of the Pennsylvania Railroad at an elevation of 2,500 feet above sea level. Its grounds consisting of 500 acres, were presented to the State by Mr. Andrew Carnegie. This Sanatorium was planned by the Commissioner of Health with special features fitting the treatment of tuberculosis. It consists of a large two and one-half story ward building known as an east ward, a Dining Building, an Administration Building, with connecting links, a Power and Laundry Building, 20 cottages of the same type as those at Mont Alto, stables and other outbuildings. This Institution was designed to have four wings of ward units, branching north, east, south and west, all to be connected with the main Dining Building and Administration Building by low buildings known as corridors. The Dining Building, Administration Building, Power Plant and other equipment have been planned and are constructed of sufficient size and capacity to accommodate these wings when built.

Of the money appropriated by the Legislature for tuberculosis there has been expended at Cresson up to August 1, 1914, \$788,553.32 for construction, and \$233,032.55 for maintenance. During the year 1913 the average daily attendance at Cresson was 231.7, and the per capita cost of maintenance per week \$10.47, this per capita cost appearing to be high in comparison with the cost at Mont Alto Sanatorium for the reason that Cresson was opened in January with but a few patients, the census gradually increasing as various wards were finished and furnished and for the further reason that it is a smaller institution.

The weekly cost of maintenance at Cresson from the first of January, 1914, to the first of August, 1914, with an average daily attendance of 342½, was \$9.61.

There are employed at Cresson, five physicians, an administrative force of six, thirteen trained nurses and one hundred and twenty other help, making a total force of one hundred and forty-four.

At present the cost of construction per bed at Cresson is \$2,140. This per bed cost will be greatly reduced as other wings are added to be operated in connection with the same Dining; Administration, Power and Light Buildings, etc., which are already in operation. The Department is now contracting for the construction of the second wing at this Institution which will give an added capacity of 184 beds, and the ultimate per bed cost will not exceed \$1,500.

Sanatorium No. 3 is located at Hamburg, is completed and occupied, with a capacity of at least 526 beds. This Sanatorium is located in the northern end of Berks county in the foothills of the Blue Mountains within one-half mile of the Borough of Hamburg and seventeen miles north of the City of Reading, and is accessible both by the Pennsylvania and Philadelphia & Reading Railroads.

Up to June 1st the Department has paid out for construction at Hamburg \$517,662.01. With work now under contract and furnishings for the completed plant, an expenditure of about \$350,000 more will be necessary.

The Institution at Hamburg was also specially planned by the Commissioner of Health and will admit of the addition of other units for increasing its bed capacity. The per bed cost of the Institution with its present capacity will be approximately \$1,800.

These three sanatoria have been located territorially in such a way that one or another will be easy of access from any portion of the State—Cresson from the west, Mont Alto from the center, and Hamburg from the east.

The buildings at Hamburg and Cresson, while they were planned with special features fitting them for the treatment of tuberculosis, have at the same time been constructed in such a way that, if at any time in the future the war against tuberculosis should be so successful that they would no longer be needed for their present purposes, they could be adapted to other uses as State Institutions, but at present the size of the waiting lists and the number of dispensary patients, a greater proportion of whom should be encouraged to take Sanatorium treatment, indicate that the Sanatoria at Cresson and Hamburg should be completed by the erection of all of the wings originally contemplated in the plans.

The Sanatoria are equipped with poultry farms, dove cotes, rabbit warrens and piggeries, from which much food stuff is produced for less expense than they could be bought in the market, and being raised upon the grounds are fresher and more wholesome food for the patients than could be otherwise secured. At Hamburg, while the buildings are under construction, special attention is being given to the fattening of beef cattle to furnish fresh meat to the other Sanatoria.

All of the purchasing of furniture, utensils, medicines and food supplies is done through the Department's Purchasing Agent in Philadelphia, and the advantage of low prices is obtained by buying in as large quantities as possible under competitive bidding. Every care is taken that the State's money be carefully expended and that the patients get the greatest possible benefit from its expenditure.

As an example, take the purchase of blankets, a very important commodity at a Tuberculosis Sanatorium. On the general market blankets are listed as being 60 per cent., 70 per cent. or 80 per cent. wool. To the unsophisticated purchaser this would seem to mean that the given per cent. of the weight of the blanket was wool and the balance cotton. This, however, is not the case, and the amount of wool in the so-called 80 per cent. blanket is uncertain. Eighty per cent. of the filler is wool and 20 per cent. cotton, while all of the warp is cotton. The Department has had the materials of the blanket best suited to the patients' use carefully pulled and weighed and has prepared its own specifications on the actual per cent. of wool and cotton in the texture as a whole.

In the treatment of patients at the Sanatoria and Dispensaries, large quantities of biological products of tubercle bacilli are used. The products are manufactured in the Department's own laboratory after the Department's own discoveries. The Laboratory also serves for research work in the Tuberculosis and Medical Divisions of the Department.

The general scheme of treatment of patients, both at Dispensaries and Sanatoria, is under the direct control of the Commissioner of Health who has, at all times, for his consideration, the results of treatment in large numbers of cases and is, in this way, able to decide intelligently upon the value of any given process or treatment.

In equipping Sanatoria and Dispensaries, the Commissioner of Health has exercised every precaution to combine economy and efficiency. In architecture and furnishing the unit system has been adopted so that the equipment can be expanded quickly and without confusion to meet increased demands.

At the last session of the Legislature an Act of Assembly was passed, authorizing the establishment of a Bureau of Housing in the Department of Health. No appropriation was made for carrying the law into

effect, but the Department has prepared plans and is about ready to establish the Bureau as provided by the Act, presuming that the next session of the Legislature will furnish the necessary means for carrying out its purposes. This work bears a close relation to the tuberculosis work, as environment and conditions of living have much to do with the spread of tuberculosis, and the Bureau of Housing can go hand in hand with out dispensary work in our fight against this dreadful disease. The Legislature of 1915 should make a liberal appropriation for the work of improving housing conditions in the State.

With dispensary physicians and nurses situated in all parts of the State, attention should be given to other diseases which may, to a large extent, be prevented by proper home surroundings, cleanliness, and proper methods of living. Equipped as the Department is, other fields could thus be entered and a great deal of good accomplished with very little additional expense.

For educational purposes, the Department has prepared and maintains a Tuberculosis and Sanitary Exhibit. The Exhibit staff consists of a Lecturer, an Assistant and a trained nurse. This force may be temporarily increased to meet unusual demands.

All applicants for dispensary treatment are urged to apply for admission to a Sanatorium, the Department believing that Sanatorium treatment is more efficient than that conducted in the homes of the patients themselves. On leaving the Sanatorium, each patient is strongly urged to return to his home dispensary for continued observation and advice. The dispensary nurses also make it a point to look up all former Sanatorium inmates, with the idea of securing their return to observation and treatment.

Dispensaries have been located wherever the needs of the community seem sufficient to warrant the expenditure.

The Sanatoria have been located with particular consideration for means of transportation and centers of population.

All bills for services and expenditures of any kind, in connection with the Department's work, are rendered in duplicate to the Harrisburg office, and must carry the favorable endorsement of the responsible officer immediately in charge of the Dispensary or Sanatorium where the expense was incurred. Upon receipt at the Department, vouchers are audited, and are submitted to the head of the Dispensary Division, in connection with Dispensary expenditures, and in certain cases to the Commissioner of Health himself for further approval. After this, vouchers are further subject to the audit of the Executive Comptroller, the Appropriation Act specifying that all expenditures must have the approval of the Governor. All vouchers receiving this approval are

further audited and criticized by the Auditor-General of the Commonwealth. It is believed that this system of auditing and checking, provides as nearly as is humanly possible against errors and fraud.

Summarizing the Department's expenditures for Dispensaries and Sanatoria, since 1907, there has been paid out for dispensaries \$2,261,956.93; at Mont Alto, for construction and maintenance, \$3,083,534.22; at Cresson, for construction and maintenance, \$1,021,585.87; at Hamburg, for construction, \$517,662.01, and \$25,577.91 for miscellaneous expenditures not classified and small amounts of money from time to time returned to the Treasury, making a total payment, to August 1, 1914, of \$6,910,316.94, and leaving a balance in the treasury, as of August 1, 1914, of \$1,339,492.06. Against this amount there will be needed, up to June 1, 1915, for maintenance at Mont Alto, \$390,000; for maintenance at Cresson, \$143,000, and for maintenance at Hamburg, approximately, \$100,000. For the maintenance of the dispensaries, \$285,000; for the completion of Hamburg, \$350,000, and for the construction of the additional wing at Cresson, \$175,000.

General Hospitals and Their Management.

One hundred and fifty-one (151) hospitals are now receiving State aid. Considering the length of time during which many of these hospitals have been under operation, and the fact that they have been visited from time to time by representatives of the Board of Charities, and that many succeeding Legislatures have considered their needs, in many instances after the institutions were visited by State Committees which have endeavored fairly to distribute amongst them the money available for such purposes, it would appear that the present system under which this aid is, and so long has been, dispensed by the State is so thoroughly established, and the hospitals, both emergency and general, are so widely distributed over the State, reaching and affecting the necessities of the people of every county, and of every municipality, that it would be a mistake to dispense with this system and establish a new method of disbursing the States money, no matter how commendable in theory any proposed new system might appear to be.

The fact remains, however, that for many years very large and ever increasing sums of money have been appropriated out of the Treasury of the State for the assistance of these hospitals. This amount at the present time has reached two and one-half million dollars (\$2,500,000) per year, and it is probable that even greater amounts may be appropriated by future Legislatures.

In order that the people may be assured that that part of their money appropriated to hospitals is being well and advantageously spent, it is advisable that the management of these institutions should be more thoroughly investigated and more complete reports made and

published each year, and that the Legislature be better informed as to the relative merits and degrees of efficiency of the institutions, as to the general or special conditions which should be remedied or improved, and as to the measures which might be adopted to increase their efficiency.

Enquiry should be made into the actual freedom of the so-called free beds in the hospitals and ascertain whether they are at all time available for the poor persons who need them, and for whose benefit appropriations are made; enquiry should also be made into the freedom of physicians not connected with the management to treat their own private cases in the hospitals, and recommendations adopted concerning under what circumstances and with what proper restrictions, this freedom should be allowed to the general practitioner by the hospital management or insisted upon by the State.

The State should be advised from time to time as to the quantity, quality and cost of foodstuffs used in these various institutions, and the quality and cost of blankets, beds and furniture with which they are equipped, in order that the expenditure of the large appropriations made to them by the State may be properly censored. In addition to investigating the character of the expenditures, making sure that various commodities are of proper quality and in proper quantity and purchased at reasonable prices, enquiry should also be made particularly concerning the character of the patients to prevent institutions receiving State aid from being used alone for the accommodation of patients of their officials and to ensure that no precedence or favor is given to such patients that is denied to others. Appropriation of money should be denied to institutions so incorporated as to permit a profit to be reaped out of the State's money by officials or custodians.

The State should require privately managed institutions receiving State aid to practice the same economy and efficiency that is required of purely public institutions. They should be required to show that they are furnishing proper supplies of all kinds at a reasonable price and that the State's money is being used for the benefit of the poor, instead of being used to make up deficiencies caused by willful or careless extravagance.

The State should also require institutions receiving State aid to submit for approval to some proper authority the plans of their plumbing, heating and ventilating systems (matters of great importance in measuring the efficiency of any hospital) and they should be required to comply with our present knowledge as to sanitation thereto.

Diphtheria.

Morbidity Figures for Pennsylvania by Months, 8 years, 1906 to 1913 inclusive.

	1906	1907	1908	1909	1910	1911	1912	1913
January,	1,042	1,095	1,698	1,251	1,187	1,436	1,684	1,700
February,	885	828	952	1,167	994	1,187	1,139	1,416
March,	852	769	1,008	1,238	948	1,179	987	1,215
April,	703	737	670	847	1,041	958	923	1,185
May,	688	575	672	919	1,044	865	882	1,120
June,	546	553	597	849	868	894	746	980
July,	437	475	621	725	750	743	698	784
August,	461	597	589	789	857	929	970	858
September,	994	796	1,122	981	1,153	1,349	1,466	1,494
October,	1,589	1,283	1,857	1,380	1,687	2,343	2,450	1,950
November,	1,458	1,501	1,742	1,434	2,010	2,242	2,517	2,005
December,	1,215	1,303	1,581	1,553	1,528	2,012	2,167	1,975
Total,	10,870	10,512	12,509	13,133	14,067	16,137	16,629	16,682

Diphtheria.

Mortality Figures for Pennsylvania by Months, 8 years, 1906 to 1913, inclusive.

	1906	1907	1908	1909	1910	1911	1912	1913
January,	266	259	221	199	209	203	274	227
February,	213	165	207	178	189	188	175	192
March,	205	145	173	212	182	199	147	171
April,	159	139	135	138	160	150	127	179
May,	157	125	92	131	168	115	111	143
June,	85	99	95	96	126	98	91	117
July,	89	82	84	130	107	107	74	96
August,	116	118	108	108	142	81	111	112
September,	210	167	154	131	160	156	147	188
October,	318	267	223	200	245	272	236	207
November,	308	276	232	219	271	284	226	229
December,	312	296	246	251	276	258	257	219
Total,	2,438	2,138	1,970	2,002	2,235	2,111	1,986	2,080

Measles.

Morbidity Figures for Pennsylvania by Months, 8 years, 1906 to 1913 inclusive.

	1906	1907	1908	1909	1910	1911	1912	1913
January,	4,180	482	5,209	2,382	7,523	4,242	4,032	15,675
February,	5,672	421	5,554	3,088	7,108	4,754	3,559	19,293
March,	4,564	550	5,771	4,507	7,104	5,997	4,925	21,391
April,	3,409	964	6,323	5,075	7,433	6,807	5,929	15,934
May,	2,811	1,603	6,355	5,075	8,470	5,714	6,536	9,469
June,	1,156	1,872	3,367	3,378	4,738	2,248	4,562	4,946
July,	432	906	1,063	1,540	1,861	934	2,776	1,751
August,	150	314	360	625	619	364	1,091	712
September,	84	163	255	482	421	210	1,011	436
October,	212	640	733	1,556	793	335	2,578	708
November,	411	1,554	1,351	2,830	1,441	551	4,935	1,150
December,	648	2,307	1,640	4,387	2,275	1,651	8,165	1,570
Total,	23,729	11,776	37,981	34,925	49,786	33,807	50,099	93,035

Measles.

Mortality Figures for Pennsylvania by Months, 8 years, 1906 to 1913, inclusive.

	1906	1907	1908	1909	1910	1911	1912	1913
January,	99	40	187	80	122	92	73	210
February,	136	39	163	81	154	105	66	240
March,	164	71	176	145	152	141	95	314
April,	186	90	180	163	174	170	98	269
May,	173	99	181	171	170	132	84	196
June,	155	100	107	86	137	49	91	100
July,	122	73	67	73	91	31	71	79
August,	98	46	30	54	53	11	39	63
September,	93	16	15	27	35	15	21	23
October,	88	18	25	38	27	10	34	27
November,	86	42	30	48	41	19	66	40
December,	63	80	54	94	81	29	123	74
Total,	1,463	714	1,215	1,060	1,237	804	861	1,635

Scarlet Fever.

Morbidity Figures for Pennsylvania by Months, 8 years, 1906 to 1913 inclusive.

	1906	1907	1908	1909	1910	1911	1912	1913
January,	879	713	1,413	1,782	1,671	1,185	965	1,624
February,	875	572	1,431	1,608	1,415	1,091	949	1,477
March,	758	676	1,590	1,853	1,521	1,176	1,044	1,713
April,	687	577	1,282	1,500	1,208	1,127	1,171	1,398
May,	707	479	1,105	1,189	1,455	1,092	1,062	1,546
June,	517	495	865	1,042	1,006	728	766	1,200
July,	378	379	617	776	617	407	483	631
August,	350	414	482	623	515	465	449	449
September,	425	528	967	786	613	482	543	720
October,	679	715	1,415	1,139	799	717	905	1,282
November,	687	1,085	1,687	1,640	1,066	868	1,238	1,488
December,	734	1,066	1,559	1,598	1,095	947	1,395	1,804
Total,	7,676	7,699	14,413	15,536	12,981	10,285	10,970	15,332

Scarlet Fever.

Mortality Figures for Pennsylvania by Months, 8 years, 1906 to 1913, inclusive.

	1906	1907	1908	1909	1910	1911	1912	1913
January,	51	65	109	151	127	117	38	59
February,	62	63	108	124	112	95	54	87
March,	59	57	136	139	109	93	55	100
April,	67	40	135	121	103	93	53	72
May,	72	39	99	96	115	78	53	95
June,	32	42	65	73	98	66	45	79
July,	38	29	58	59	64	41	31	63
August,	28	41	55	63	71	27	38	41
September,	34	52	85	69	58	26	20	42
October,	33	63	114	74	68	31	43	67
November,	53	77	127	88	87	34	54	93
December,	48	89	26	159	82	50	71	128
Total,	577	657	1,117	1,216	1,094	751	555	926

Typhoid Fever.

Morbidity Figures for Pennsylvania by Months, 8 years, 1906 to 1913 inclusive.

	1906	1907	1908	1909	1910	1911	1912	1913
January,	2,177	3,099	1,652	939	825	772	888	660
February,	2,286	2,206	1,201	852	580	1,169	575	579
March,	1,870	1,173	970	692	652	695	711	357
April,	2,122	1,126	838	475	500	523	443	457
May,	1,829	999	583	661	491	484	508	537
June,	1,198	1,045	619	515	424	449	461	568
July,	1,404	1,092	945	909	770	743	661	834
August,	2,026	1,849	1,708	1,544	1,886	1,413	1,165	1,896
September,	2,342	1,967	2,386	2,014	2,637	1,873	1,126	1,842
October,	2,396	2,123	1,702	1,557	2,310	1,585	1,656	1,611
November,	1,894	1,830	1,406	1,002	1,442	1,018	835	961
December,	2,927	1,566	1,144	682	1,110	1,000	650	722
Total,	24,471	20,080	15,157	11,842	13,627	11,724	9,679	10,524

Typhoid Fever.

Mortality Figures for Pennsylvania by Months, 8 years, 1906 to 1913, inclusive.

	1906	1907	1908	1909	1910	1911	1912	1913
January,	365	475	289	117	132	143	128	92
February,	327	374	254	136	124	176	108	85
March,	312	286	214	136	136	125	94	62
April,	394	240	188	114	124	101	82	82
May,	342	237	129	119	92	92	60	106
June,	204	176	101	80	79	89	64	97
July,	221	186	129	102	80	88	99	112
August,	306	268	231	179	199	174	121	167
September,	347	378	295	201	272	199	152	202
October,	368	350	233	219	287	223	175	197
November,	340	290	188	167	204	163	120	147
December,	391	278	194	158	157	138	108	131
Total,	3,917	3,538	2,450	1,728	1,886	1,716	1,311	1,480

The foregoing lists show the actual figures as to deaths occurring in the State during the period of eight years from 1906 to 1913, inclusive, from diphtheria, measles, scarlet fever, and typhoid fever, and also show morbidity figures covering the same period and the same diseases based upon the number of cases reported to the State Department of Health and local boards of health in accordance with the provisions of the Act of May 14, 1909.

The many inventions, innovations and increased public utilities of recent years have added greatly to the tendency to the spread of communicable diseases. Epidemics are much more likely to occur than they were a generation ago. Our cities and towns have become larger and our population more congested. The street cars, recreation parks, moving picture shows and other attractions are bringing into close contact with each other ever changing and intermingling crowds of people. Wells and springs no longer suffice to furnish us with drinking water and we must resort to our rivers and streams for water for domestic purposes, a supply which is always dangerous, because of the poisons and disease germs with which they may be polluted.

All of these conditions have brought about an awakening to the dangers to which our people are exposed, and the State is seeking for preventive measures to check epidemics of typhoid, scarlet fever, diphtheria, small-pox and other communicable diseases.

Preventive medicine has attracted the attention of the medical profession, our law makers and our people. Laws have been enacted looking toward the purification of our streams, providing for Local Boards of Health in our municipalities, establishing a State Department of Health, providing for the isolation, quarantine and disinfection of cases of contagious diseases, the exclusion of infected children from the public schools, precautions for the burial of the dead, and other like measures.

With this movement it is proper that every method should be considered and every approved means used by which the toll of communicable diseases can be reduced. The people are becoming educated to the necessity for house quarantine and disinfection, and by this means epidemics are now being averted and the morbidity and mortality from communicable diseases decreased. But there is much to do before our people are fully relieved from unnecessary illness and death from communicable diseases to which they have been carelessly or unwittingly exposed, and from infection which, with proper precaution, might have been prevented.

Hospitals have been established and are maintained, either by private or public beneficence, for the purpose of alleviating suffering and protecting the lives and health of the people.

The hospital bears the same relation to the community that the sick-room does to the home. In the modern hospital we have advantages that cannot be secured in the sick-room of any home. Its construction and furnishings are of the character best adapted to perfect cleanliness and disinfection. Carefully planned systems of ventilation permit the introduction of a sufficient volume of air to keep the atmosphere normal in condition, while at the same time the temperature can be regulated with exactness. In the wards and operating rooms are installed intricate and costly apparatus for administering anesthetics, electricity and oxygen. Apparatus is provided for the perfect sterilization of instruments and appliances.

All these advantages cannot be had as fully in any private dwelling. In the hospital trained attendants are ever vigilant and instruments and apparatus are at hand for emergency use. Even though the sick-room in the home cannot have all these precautions of medical science, no one would think of taking a scarlet fever patient into the same room with one recovering from a surgical operation. Yet this, on a larger scale, in our hospitals, the sick-rooms of our communities, in many instances is being done.

Despite all the extensive and intricate precautions adopted concerning the persons taken into our general hospitals for treatment, it is not consistent that, at the same time, persons suffering from contagious diseases should be admitted to the same institution, bringing with them the probability that other patients may become infected with the same disease, especially since, being already ill or weakened from other causes, they will be all the more susceptible to the infection. Other hospitals, specially planned, located and adapted for the care of patients suffering from communicable diseases, should be provided. At such hospitals, patients suffering from such disease could be taken, treated and cared for even better than they could be at a general hospital. A conclusion to this effect would be in keeping with all the tendencies of modern medicine and with public opinion as expressed in recent years through the representatives of the people in the Legislature, and we strongly urge its practical adoption.

It has taken years to reach our present position in educating the people to avail themselves of hospital service. Deep prejudices formerly existed against going to hospitals to the extent that, in the minds of many people, it was only an intermediate step between their homes and their burial ground.

Every care must be taken to keep up this standard of education that the people may receive still greater benefits from hospital service, and that more lives may thus be saved. It is quite possible that if, from

some other cause, here and there, patients in the hospitals should contract some communicable disease while in the hospital, such misfortune might counteract the good effect of years of this educational work.

Hospitals for the care of communicable diseases alone are not new or unknown. Quite a considerable proportion of the people of this State, to wit, those residing in the great cities, are already enjoying the benefits to be derived from such institutions. Philadelphia and Pittsburgh have established and are successfully maintaining such municipal hospitals, and there is no reason why, if the people of the cities are enjoying such benefits, the same should not also be extended to all of the people of the Commonwealth.

Different conditions exist in different parts of the State, especially regarding the density of the population. Some of the counties along the northern border and in the central part of the State are thinly populated and one institution of this kind would suffice at least for one county. In other districts, in the hard and soft coal regions, and in the vicinity of the cities of Philadelphia and Pittsburgh, the larger boroughs or first class townships might require an institution of this kind, and more than one might be necessary in a county. They should be constructed on the same general plan, although they might differ considerably in capacity, but the plan under which they would be constructed should be the best that is known to modern preventive medicine.

Ways and means by which a project of this kind might be successfully carried out should be carefully considered, and we would suggest that a Commission be created by the Legislature for the purpose of examining into the matter of the establishment of a State-wide system of hospitals for communicable diseases, such Commission to report to the succeeding session of the General Assembly as to the advisability of the plan, and if advisable, as to how it might best be accomplished.

THE POOR AND THE AGED.

The regulation and the care of the poor have been the subjects of legislation, and have been widely discussed, not only in this country, but in all other countries, from early times.

Originally, in Pennsylvania, the care of this class was by the municipalities, townships, towns, etc., and has continued, after having been extended to counties, in this way, until to-day.

Although there are sixty-seven counties in Pennsylvania, there are at present over one hundred poor districts and eighty separate almshouses. The location of the responsibility in certain poor authorities, and the appointment of them, are provided for by various acts of assembly, some acts designating the County Commissioners for this duty, and other acts naming also directors of the poor, according to the locality.

The State has never contributed in any way to the support of the pauper as a class. Its business seems to have been simply to enact laws regulating poor relief, as demanded by certain conditions in several localities. It would seem that a State-wide system applying to all the cities and counties in the Commonwealth at the present time is desirable. In establishing poor districts, the county is the best unit that can be suggested. All of the 1,100 laws relating to the poor now on our statute books, 800 of which are special—should be repealed, and one general statute passed, creating poor districts having the counties as the unit, and providing that their affairs should be administered by the County Commissioners.

In some of the counties of the State, all affairs relating to the poor are now managed by boards called "Directors of the Poor." They are empowered to provide lands and buildings adequate for the care of the poor of the district, and also to care for them by housing them, or in dispensing what is known as out-door relief. It would seem that this discretion should be more widely granted. The method of operation proposed is that, at the beginning of the year, they should furnish to the County Commissioners a budget containing all the items for which money is needed, in their judgment, to carry on the work. The County Commissioners are authorized and empowered to lay a tax sufficient to raise the amount required.

The County Commissioners in each county should be required to erect and maintain almshouses in some agricultural district, so as to afford sufficient employment for the inmates. A large percentage of the per-

sons who become the inmates of our almshouses are able to do more or less daily work, and ought to be afforded that opportunity.

The system of admissions to almshouses at present, is various, being now placed in the hands of the Court, Justices of the Peace, Magistrates, Directors of the Poor, and other authorities. It would be a great benefit if a general uniform system were provided for these admissions. The power of admission should be vested in the Courts, Magistrates and Poor Directors.

The statute should also provide as to the conditions of legal settlement in a poor district, and definitely declare what time or length of residence, or settlement, would be necessary to make the directors liable for support. The statute should also provide for some system of transferring inmates of almshouses when they have been ascertained to belong to other districts, to such poor district; and more definite and clear authority should be given to the poor authorities to collect from the inmates, when not absolutely indigent, from any property they may possess, or from those legally responsible for their support, the cost of their maintenance.

Many of these subjects are already treated, in either general or local laws, and the suggestion now made is that they be moulded into a general system, and that all the special, local and general laws relating to them shall be repealed.

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1. UNEMPLOYMENT.
 2. THE DISTRIBUTION OF LABOR.
 3. WORKMEN'S COMPENSATION.
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UNEMPLOYMENT.

Unemployment is a prolific and widespread cause of dependency. It is indeed the greatest of all the problems, chiefly industrial in source, with which organized society and organized charity must deal.

As to the solution of this problem, several propositions have been advanced which merit serious consideration. There should be a more intelligent and concerted effort made to overcome the handicap of what is called "seasonal fluctuations" in production. Many industries run feverishly, and consequently inefficiently and expensively, during only a portion of the year. Such industries might, with profit to both themselves and their employees, so plan and regulate their operations as to run steadily all the year round. The "curve of employment" might thus be smoothed out with benefit to all concerned. Here is the opportunity for the "efficiency engineer" to come to the aid of industry, simplify its plans and standardize their operations.

Another proposition deals with the intelligent distribution of labor. At present, the labor market is in a chaotic condition, choked in some places, scant in others. Little or no effort is made to supervise the movement of labor or direct the incoming immigration into suitable channels of employment. The large ports of entry are clogged, while the interior suffers from a lack of workers. The chief cause of this difficulty is the lack of information concerning the amount of labor available in our large centres of population. The manless job awaits the jobless man all over the country, but the two are not brought into touch because the man does not know where best to seek the job.

The help of "vocational education" should be much more generally invoked to prevent the increase of the vast army of young recruits who yearly throng the "blind alley" of too early employment only to come almost immediately face to face with the blank wall of disappointment and defeat and to be beaten back into the ranks of the misfits because of their lack of education and equipment to meet the exacting requirements of modern industry.

Boys and girls must not longer be permitted to leave school and face the world without such training as will fit them to be productive citizens. The problem of the unemployable will be solved through the advance of popular education. The way to solve it is known. The experimental steps have been taken. Schools like those at Gary, Indiana, will some day be the common schools of the country, and when that shall be and when those who are unemployable, because they are de-

fective, shall be removed from the ranks of competition, we may expect a large diminution not only of dependence, but of vice and crime as well.

THE DISTRIBUTION OF LABOR.

One of the underlying causes of dependency is the lack of a definite and scientific immigration policy on the part of the Federal Government, and a corresponding lack of inter-state co-operation in dealing with this question.

The two immediate problems to be dealt with in regard to our alien population, now 13,500,000 strong, is its industrial distribution and its education. Hitherto we have dealt with the immigrant chiefly in connection with our national policy, by treaties with foreign nations, by restrictions imposed at our various ports of entry, and by our naturalization laws. These are now fairly satisfactory enough to insure the desirable character of our incoming population. The great need of the present is an intelligent domestic policy that shall so distribute it that we shall prevent a congestion in already industrially crowded centres and encourage the filling up of already known centres that need labor, chiefly agricultural.

What is needed is a constructive policy of country-wide application securing co-operation between official and voluntary agencies, national, state and local, covering these three essential points; to receive; distribute and locate desirable immigrants; to protect their persons and property from abuse and exploitation; to inform and train them for citizenship.

This co-operation should include the services of Federal and State immigration officials, transportation companies, agricultural departments, free employment bureaus and educational agencies of all sorts. A "Bureau of Distribution" has been suggested as an adjunct of the Federal Department of Labor to secure this much-needed improvement in our dealings with the emigrant, and the Commission deems this proposition worthy of serious consideration.

A great need of this country to-day is a movement to recruit, improve and standardize our class of agricultural laborers. The ever recurring cry for an adequate force to occupy, develop, harvest and market our agricultural possessions, the unusual opportunities offered in the way of transportation to farm labor; the high rate of wages in the harvest season; above all, the unprecedented acreage of untilled but productive soil; and our generous homestead laws, all show a way out of our difficulty in the matter of overcrowded industrial centres. The southwestern European is essentially a tiller of the soil, trained to in-

tensive farming, frugal and industrious. He is wasted, exploited and lost in the great industrial centres. He is needed and wanted in the still great lone lands of our vast agricultural states where he would sooner achieve independence; be a help to our national growth and development, and thus be removed from the probable dependency which crowded urban life at present imposes upon him and which thrusts such a heavy and needless burden upon public and private benevolence.

There is a great labor market in this country. There is a constant demand and a sufficient supply, but the demand is not known by the sources of supply, or where it is, it is exploited by middlemen who control it for their own profit. General industry has been developed, systematized and standardized to an unusual degree of efficiency in this country. The producer and the consumer are being brought closer together and the expensive middleman is being either eliminated or absorbed. It is not so in the labor market. There, the economic loss has been chiefly felt and borne by the wage-earning class. Failure to get work quickly has tended to force the worker to accept any job at any price. The consequence has been a lowering of the wage rate and a growth of industrial inefficiency. Time, money and ambition are lost in the blind search for work, and both capital and labor suffer thereby.

So far private agencies have chiefly catered to the needs of the labor market. They are of necessity a makeshift and have proved inadequate. The feature of the business is such that, to be successful, it really needs to be made more or less of a government monopoly, like the post-office. No other system can enlist the co-operation of the other government departments that gather and distribute reliable labor statistics and carry on such activities as minister to the education and employment of the laborer in a profitable way without regard to any probable gain to be made out of him save as a more desirable and useful citizen.

The proper distrust among our people of all measures restricting personal liberty has made us too timid in our attitude toward certain forms of governmental action. In our municipalities we are a long way from the dangers that are sometimes the incidents of efficiency. We can well afford to take some risks as the price of more efficient government. The tendency in the past has been to leave to private initiative, support and control the various forms of social activity that are necessary to the solution of unemployment, of labor distribution and of other community problems. For two generations it has been customary throughout the United States to assume that legislative, executive and other political action will be corrupt. Upon this assumption there has been an attempt to withdraw from legislators and executives the temptation to do wrong. This has often resulted in eliminating opportunity to do good. Already the folly of such a political theory has been

demonstrated. The next decade should witness a more definite recognition that social and economic evils within a city are community problems to be dealt with by the community as a whole.

This is especially likely to prove true in regard to unemployment. It has been said that "the man out of employment through no fault of his own deserves everybody's help and the man out of employment through his own fault is everybody's responsibility."

The Commission is not prepared, until there shall have been further study of the subject, to recommend definitely such an agency as a municipal employment bureau or labor exchange. It is evident, however, that at least the following things can be said in its favor:—

1. A municipal bureau to which the unemployed would report more readily than to a private organization, should be able to determine at any time whether conditions in the community in regard to unemployment were normal or exceptional. There is now generally recognized as existing in Philadelphia a grave emergency resulting from unemployment. Yet even after the winter season was well advanced the excellent private relief organizations in the city were working on the theory that they had only normal conditions to face. Uncertainty as to facts makes it difficult to arouse public sentiment and to call forth private generosity.

2. Such a bureau would be free from certain disadvantages to which private associations are necessarily subject. It would more readily command the general co-operation of the various churches and its service would be looked upon by the applicant as a matter of right and not of grace.

3. While such an agency could not create employment, it might be able not merely to bring the jobless man and the manless job together, but also by proper pressure upon the employer to reduce to a minimum the number of discharges in times of stress. There should be no interference with the right to lay off employes, but it would be a reasonable regulation to compel the employer to report the fact of discharge and the reason therefor. An accumulating mass of reliable data thus obtained might even make it possible to distinguish between rival applicants for the same job upon the basis of record and need.

4. A municipal agency could with advantage establish relations with similar agencies when organized in other cities and could better facilitate the distribution of labor and the transportation of the unemployed than a private organization could do. If a national labor exchange were to be formed local municipal employment bureaus might develop co-operative relations with it.

The Commission is of the opinion that careful consideration should be given to the inauguration of a municipal bureau and other social agencies under municipal auspices.

THE IMMEDIATE RELIEF OF THE UNEMPLOYED.

The present industrial depression, causing so great an increase of at least partial and temporary dependency, calls for the immediate relief of all deserving people thrown out of regular employment. The most obvious remedy for unemployment is the prosecution of all kinds of Federal, State and Municipal public works for which there is a general need or a general demand. There is much of this kind of work to be done and it would help the present situation if it were started at once. This question must ultimately be met, by each community, which will eventually recoup its outlay in greater convenience, and those other advantages which follow in the wake of all public improvements. The method of meeting the present depression by initiative schemes of public works will be found to be more satisfactory and less expensive than any system of merely charitable work. Those out of work are asking for work, not charity, and where public works are a necessity, their postponement or abandonment is a costly piece of civic blundering. The Federal, State and Municipal governments should cause inquiry to be made into the trustworthiness of every unemployed applicant for work, and where satisfied, should make an appropriation to provide his employment on some necessary public works. This has been successfully done in the city of Reading, and the Commission commends the study of this simple measure of procedure to the attention of the officials of the Federal and State Governments and of the Municipal executives in all the large industrial centres of the Commonwealth.

INDUSTRIAL CONDITIONS IN PENNSYLVANIA DEMAND A COMPENSATION LAW.

In Pennsylvania the maximum percentage of the community is engaged in manual labor, a very large part of it in factories where power-driven machinery is in use. Statistics of wages lost and of poverty resulting from industrial accidents cannot be compiled without the expenditure of very large sums of money for a considerable number of years throughout the State, and even then the results of such an investigation would probably be wholly unsatisfactory. In single communities, however, such facts are available as hint at the importance of this factor as a cause of pauperism and dependency in the State. In Allegheny County alone one family out of every six hundred in the community is deprived of its chief wage earner each year by death

as a result of a work accident. The statistics of those companies which keep the most careful records of such matters show that for every one who is killed, fifty are injured, the degree of injury varying from practically no disability at all up to the total permanent disability of the wage earner. In many cases the prudence and foresight of the worker are such that the temporary loss of earning power does not mean dependency upon public or private charity; but in a very large proportion of these cases the injured man, after a few weeks of enforced idleness, becomes a charge upon the community either directly through its public agencies or indirectly through the generosity or charity of the citizens of the State. It has been estimated by various officers having to do with the relief of poverty at several different localities in the State of Ohio, that the adoption of the plan for workmen's compensation in that State has alone brought about a reduction of about 25 per cent. of the number of paupers dependent upon the charity of that State, its municipalities and its people. While from the nature of the case such estimates cannot, of course, be mathematically precise, this statement has not been successfully challenged.

If it be suggested that the system of workmen's compensation is but the establishment of a charitable system conducted at the expense of the employer, the answer is that in all of the other civilized nations of the world the system has prevailed for many years, and everywhere, so far as we can learn, it has resulted automatically in the cost of compensation being passed along in the price of the product to the community as a whole, where it seems to us the burden properly belongs. The purchaser of any article has always paid the cost of keeping up the machinery which went to produce it. There is no reason, either in theory or in practice, why the same principle should not apply to the workman who is injured in the course of his employment. Twenty-three (23) States in this country have already adopted the system of workmen's compensation. It is inevitable in the other States. It has become impossible to explain to the satisfaction of the workmen who are left unprotected, why such a system cannot be adopted in these few remaining conservative States, as it has been adopted through the balance of the civilized world. Pennsylvania has been in the forefront of those States which have guarded the safety of their workmen through factory and mine inspection laws. She cannot now afford to lag behind in this supplementary movement which is of equal importance to the men and women who furnish her strength and her wealth.

We have found a pronounced change of sentiment among the employers of the State on this subject, and we believe the sentiment now in favor of a Compensation Act is very strong, not only among the employed, but among the employers as well. We have found a grow-

ing sentiment among all classes in favor of the legislation recommended by the Industrial Accidents Commission of Pennsylvania, which has been studying this subject constantly since 1911.

In conclusion, it is our opinion that no one who studies the subject of dependency in Pennsylvania can doubt the necessity of the immediate adoption of workmen's compensation. To delay this measure of justice longer will be a reproach to our State.

